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ABSTRACT

This report is one of a series of disciplinary planning studies carried out by the Advisory Committee on Academic Planning. This report concerns the field of graduate study in education in Canada. Recommendations include: (1) The universities should encourage the development of Master of Arts in Teaching (MAT) programs and other types of post-baccalaureate programs in education. (2) Deans of Education should establish broadly-based coordinating groups for all forms of professional study for teachers including both graduate and undergraduate work. (3) Scholarship granting bodies and educational authorities should examine the types of financial support appropriate to students of education and provide appropriate levels of support. For planning purposes figures are presented for enrollment for 1976-77 doctoral and masters programs in education. Appendices include: report of consultants; comments by universities; procedures of the planning study; and terms of reference. (Author/PG)

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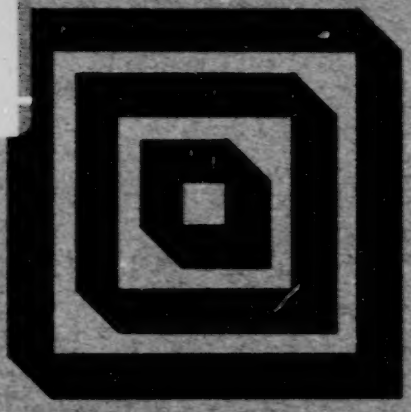
Perspectives and Plans for Graduate Studies



2 Education 1973

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Advisory Committee on Academic Planning
Ontario Council on Graduate Studies

Council of Ontario Universities
Conseil des Universités de l'Ontario

PERSPECTIVES AND PLANS

FOR GRADUATE STUDIES

2. EDUCATION 1973*

Advisory Committee on Academic Planning
Ontario Council on Graduate Studies

74-2

* The status of this report is given in Item 2 of the statement of principles, on page 1.

PERSPECTIVES AND PLANS FOR GRADUATE STUDIES

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F O R E W O R D

The Advisory Committee on Academic Planning (ACAP), as presently constituted, was established by the Ontario Council on Graduate Studies at the request of the Council of Ontario Universities in January, 1971. The Advisory Committee's terms of reference were directed broadly toward the effective planning and rationalization of long-term graduate development in Ontario's universities both at the level of individual disciplines and at a more general level. The Advisory Committee's activities are based on the premise that graduate work is the one area of university activity in which specialization among universities, cooperative arrangements and comprehensive planning are most necessary.

In March, 1971, concern over the rising costs for support of graduate work prompted the Ontario government to institute a general embargo on funding for any new graduate programme, that is, one which had no students enrolled on May 1, 1971. This embargo was subsequently modified to include only those disciplines in which over-expansion was felt to be potentially most serious. ACAP was to begin immediately planning studies in those disciplines which remained embargoed.

The disciplinary planning process begins with the formation of a discipline group composed of one representative from each university with an interest in graduate work in the planning area. The discipline group assists in defining the precise academic boundaries of each study, scrutinizes the data collection forms, prepares a list of potential consultants, maintains contact with the consultants during the study, and prepares a commentary on the consultants' report.

The final decision on consultants for the planning study is made by ACAP. The consultants are requested to make recommendations on programmes to be offered in Ontario, desirable and/or likely enrolments, the division of responsibility for programmes among universities, and the desirable extent of collaboration with related disciplines.

While the consultants' report is the single largest element in the final report on the planning study, ACAP considers the statement of each university's forward plans to be most significant. These forward plans are usually outlined prior to the planning study, and are used as a basis for comments from the universities concerned on the consultants' report.

On receipt of the consultants' report, and comments on it from the discipline group and the universities, ACAP begins work on its own recommendations for submission directly to the Council of Ontario Universities. COU considers the input from all sources, and prepares the position of the Ontario university community.

The following report is one of a series of disciplinary planning studies carried out by the Advisory Committee on Academic Planning and to be published by the Council of Ontario Universities. The emphasis of the report is on forward planning, and it is hoped that the implementation of COU's recommendations will help to ensure the more ordered growth and development of graduate studies in Ontario's universities.

* * * * *

Council of Ontario Universities
Conseil des Universités de l'Ontario

Report and Recommendations Concerning Graduate Studies in Education

On the instruction of the Council of Ontario Universities, the Advisory Committee on Academic Planning has conducted a planning assessment for education. The resultant report from ACAP is attached, together with the consultants' report, the comments by the Discipline Group, and the comments of the individual universities. The procedures followed and the planning techniques used are described in the ACAP report and are not repeated here. It is important for the reader to read the ACAP report and attachments in order to understand the recommendations in this Report from COU.

The Council received the ACAP report and supporting documentation on June 1, 1973. The contents of the document were debated on July 19 and on October 16, 1973. At the October 16 meeting, the Council agreed to request (through ACAP) that the universities and the Discipline Group make reports on the desirable and likely distributions of master's enrolment amongst the universities in 1976-77. At this meeting all recommendations of a general nature except Recommendation 1 were approved. At the January 31, 1974 meeting of COU, following receipt of the supplementary report on enrolment, Recommendation 1 on graduate enrolment and recommendations for individual universities were approved.

As a result of these discussions this Report and Recommendations were prepared and approved by the Council on March 1, 1974. The Report is addressed to the Committee on University Affairs and the universities of Ontario.

The following principles have been adopted and will apply to this and all other COU Reports arising out of assessments.

1. Discipline assessments by ACAP should form the basis for planning by the universities of their development of graduate studies, particularly PhD programmes. On the basis of these assessments, COU should make its own recommendations on currently embargoed programmes. Each university must retain the freedom and responsibility to plan and implement its own academic development. However, the universities in embarking on a cooperative planning process have signalled their intentions of co-operating with the COU recommendations.

2. Universities generally plan their emphases in graduate study on the bases of related departments, not of single departments. Initially, the sequential nature of the discipline planning assessments makes this difficult. However, by the Summer of 1974 there will have been assessments of most of the social sciences, all of the physical sciences, engineering doctoral work, and a number of professional areas. On the information and recommendations then available, each university should be able to make decisions concerning its support of graduate programmes in these areas. Amendments to university

responses to the individual discipline planning assessments may then be made in the wider context of a group of related disciplines and amendments to COU's original Reports on an individual discipline may be required.

3. The first concern in planning is to review the quality of graduate opportunities and of students in Ontario universities and to make judgments about how to proceed or not proceed based on quality considerations. The procedures have made use of highly-qualified independent consultants who have no direct interest in the universities in Ontario. Accordingly, COU feels bound to accept their judgments about quality where they are stated clearly unless unconvinced that their conclusions about quality are consistent with their evidence. COU's recommendations in the case of programmes whose quality is found open to question will call for an appraisal unless the university concerned decides to discontinue the programme. OCGS has established procedures for appraisals consequent to an assessment. If the continuation of a weak programme is particularly desirable to complement the province's offerings, the recommendation will be to strengthen it, with an appraisal following that action. It is also possible that if there were found to be too large a number of broadly-based programmes there could be a recommendation to discontinue the weakest; in this case, an appraisal for a more limited programme might be relevant.

4. A second consideration is the scope of opportunities for graduate work in the discipline. Do the Ontario programmes together offer a satisfactory coverage of the main divisions of the discipline?

5. Numbers of students to be planned for will depend on the likely number of applicants of high quality and in some cases may relate to an estimate of society's needs. Such estimates may be reasonably reliable in some cases and not in others. If the plans of the universities appear to be consistent with the likely number of well-qualified applicants and there is either no satisfactory basis for estimating needs or there is no inconsistency between a reasonable estimate of need and the universities' plans, then COU will take note of the facts without making recommendations on the subject of numbers.

If the numbers being planned for by the universities are grossly out of line with the anticipated total of well-qualified students, or a reliable estimate of needs, COU will make appropriate corrective recommendations. Depending on the circumstances, these may call for a change in the total numbers to be planned for and indications of which institutions should increase, decrease, or discontinue. The recommendations in serious cases may need to specify departmental figures for each university for a time. If the numbers being planned for are insufficient, the recommendations may call for expansion, or new programmes, and may have implications for both operating and capital costs.

Unless there are exceptional circumstances, the recommendations concerning enrolment will not call for a university to refuse admission

to any well-qualified student who wishes to work in a field in which that university offers a programme and in which it has the capacity to accommodate the student.

6. The quality of graduate programmes is partly dependent on size, and for each programme, depending on how it is designed and its scope, there is a minimum size of enrolment below which quality may suffer. That number cannot be expressed for the discipline as a whole but only for individual programmes depending on their purpose, their resources and their design.

7. Universities will be expected to notify COU if they intend to depart from the COU Report in any way which they believe might have a significant bearing on the provincial plans.

8. Appraisals arising as the result of assessments are to be based on the standards but not necessarily the scope of the acceptable programmes in the province.

General observations concerning education

1. At the present time doctoral education programmes exist only at the universities of Toronto and Ottawa. Master's programmes exist at the University of Toronto, University of Ottawa and Queen's University, and there is a MSc programme in extension education at the University of Guelph. In addition there are students enrolled in graduate courses at the University of Western Ontario, Brock University and the University of Windsor. The proposed programmes at Lakehead University and the University of Western Ontario have received favourable appraisal.

2. There is no need for more doctoral education programmes since the number of doctoral students is not expected to grow markedly.

3. A significant expansion in graduate work in education at the master's level must be planned for a number of reasons. The demand for upgrading of teaching qualifications is strong since the minimum qualifications for entry to teaching have been increased. The proportion of teachers qualified to pursue graduate studies will rise as more teachers receive bachelor degrees. The professionalization of specialties such as counselling and guidance will create additional demand for study opportunities at the graduate level. The demand from principals and supervisory staff to obtain further training will add to the pressure for graduate work. Education has been an underdeveloped field at the graduate level in Ontario.

4. There should be no general inhibition tending to prevent any university from becoming involved in education studies at the master's level as long as either one of the following conditions are met: The university has an established teacher education programme with sufficient highly-

competent staff members in the appropriate specializations in education or the university has some staff members in education and a specific plan for supplementing their contributions with contributions from appropriate related fields.

Recommendations

It is recommended that:

1. For planning purposes the following figures be used as the 1976-77 enrolment expectations within the universities during 1974 and that the figures be reviewed early in 1975 and annually thereafter.

Enrolment expectations for 1976-77 in education, Ontario

University		1976-77 Doctorate	1976-77 Master's
Toronto	FT	290	220
	PT	210	1,730
Ottawa	FT	50	130
	PT	60	620
Queen's	FT		20
	PT		210
Western	FT		45
	PT		60
Guelph	FT		25
	PT		35
Lakehead	FT		5
	PT		50
York	FT		10
	PT		55
Unidentified	FT		25
	PT		260
Total		610	3,500
Total F.T.E.		421	1,386

The unidentified total in the master's column 1976-77 is to allow for the possibility that there may be additional programmes, possibly at Brock or McMaster or Windsor, or expansion of enrolments elsewhere.

2. The universities require for admission to master's level work in the field of education that the applicant have one of the following or its equivalent:

   (a) a general arts or science degree with at least second-class standing plus one year of professional education studies with equivalent standing;

   (b) any Ontario four-year bachelor's degree with at least second-class standing;

   with, in each case, appropriate standing in specific undergraduate courses which are necessary for entry to a particular programme or field of specialization.

   In addition, exceptional students not meeting the usual requirements should be eligible for consideration. Probationary admission and transition programmes should also be available.

3. Scholarship granting bodies and education authorities examine the types of financial support appropriate to students of education and provide appropriate levels of support.

4. No new doctoral programme be initiated until (a) the staff for the proposed programme has had substantial experience in master's level work in education; (b) the demand for doctoral work can be shown to the satisfaction of the Council of Ontario Universities to have increased to the point where new programmes are needed and; (c) favourable appraisal has been obtained.

5. The Deans of Education establish broadly-based coordinating groups for all forms of professional study for teachers including both graduate and undergraduate work.

6. The universities encourage the development of Master of Arts in Teaching (MA(T)) programmes and other types of post-baccalaureate programmes.

7. Brock University work towards upgrading the qualifications of its staff and documenting the kinds of programmes that it could most usefully promote with other faculties, with a view to the development of master's work at a time consistent with the university's overall priorities.

8. The University of Guelph proceed with its plans to continue the MSc in extension education.

9. Lakehead University offer MEd programmes in Administration and Curriculum.

10. McMaster University develop its proposals for the MA(T) programme in view of its strength in several arts and science departments.

11. The University of Ottawa devote itself to solving its current problems of staff overload and to strengthening its research activities, while maintaining its valuable contribution as a bilingual institution. The University should continue its current MEd and PhD programmes.

12. Queen's University modify the pace of its original proposed programme of expansion by setting back the initiation date of each new programme by at least one year. Consideration should be given to the priorities in determining the order in which programmes in curriculum, administration, educational technology and counselling are introduced. Further efforts should be made to add interdisciplinary faculty strengths in the fields of administration, curriculum, educational technology, elementary education and community education.

13. The University of Toronto continue its current MA, MEd, PhD and EdD programmes and contemplate the introduction of post-doctoral work in selected areas.

14. The University of Western Ontario plan the development of graduate studies in education subject to:

    (1) continued strengthening of the academic qualifications and experience of College of Education staff;

    (2) the utilization of well-qualified staff from other departments in the University, and;

    (3) the provision of additional space.

15. The University of Windsor work towards upgrading the qualifications of its staff and documenting the programmes that it could most usefully promote with other faculties, with a view to the development of master's work.

16. York University develop its master's programmes, offering an MA(T) in faculties with graduate strength, an MEd in Special Education in collaboration with the Department of Psychology, and an MEd in Administration in collaboration with the Faculty of Administrative Studies.

17. The Discipline Group report in December 1974 on the implementation of these recommendations up to that time, make specific reports on the development of new graduate programmes and keep a watching brief on graduate studies in education in the province.

18. In view of the acceptance of these recommendations by COU and the completion of this planning assessment, CUA request the Minister to remove the embargo on education in accordance with the original announcement of the Minister that new graduate programmes would be embargoed until, for each discipline, a planning study has been conducted.

Notes concerning the Recommendations

Re: Recommendation 1

Since education is a discipline where significant expansion of graduate work is recommended, it is particularly important to stress that the figures given for enrolment expectations should not be interpreted as quotas, nor as inhibitions on universities accepting well-qualified students.

The Discipline Group's recommendations for master's enrolment are shown in Appendix H.

Re: Recommendation 7

The Five Year Plan submitted by Brock University and approved by the Minister does not include graduate work in education.

Re: Recommendation 12

According to the University response, Queen's University has deferred the expected dates of initiation of all proposed programmes by one year with continuous scrutiny of all such programmes.

Re: Recommendations 7-16

References to enrolment and MA(T) programmes which appear in the ACAP recommendations related to the individual universities are deleted from this Report only because they are redundant to Recommendations 1 and 6.

March 1, 1974

ADVISORY COMMITTEE ON ACADEMIC PLANNING

ONTARIO COUNCIL ON GRADUATE STUDIES

BEST COPY AVAILABLE

REPORT TO THE COUNCIL OF ONTARIO UNIVERSITIES

ON

EDUCATION PLANNING ASSESSMENT

January 11, 1974

PROCEDURE

On the advice of the Ontario Council on Graduate Studies, the Council of Ontario Universities on May 14, 1971, instructed the Advisory Committee on Academic Planning to conduct a formal planning assessment for education.

A Discipline Group was formed consisting of a member named by each interested university. A list of members is attached as Appendix E. Professor R. A. Spencer later replaced by Professor A. Kruger held the ACAP education portfolio and attended meetings when ACAP representation was necessary.

The procedure and terms of reference for the planning assessment are attached as Appendix D.

The Discipline Group began its meetings in September 1971. In accordance with the procedure, the Discipline Group provided ACAP with a list of possible consultants. ACAP obtained the services of Dr. H. S. Baker, Human Resources Research Council, Professor R. Daniells, University of British Columbia, Dr. L. W. Downey, L. W. Downey Research Associates and Professor W. Taylor, University of Bristol. Brief curricula vitarum appear as Appendix G. Professor Daniells played the role of the senior Canadian academic from outside the discipline in this planning assessment. The consultants held their first meeting in Toronto in June 1972, and discussed with the Discipline Group their schedule of visits to the universities. These took place during September.

The draft report of recommendations was presented to the Discipline Group for informal comments on January 4, 1973, and the final report was subsequently received and distributed March 9, 1973. The Discipline Group and the universities were requested to submit comments to ACAP by April 9. The Discipline Group was also given the opportunity to add to its comments after it had seen the comments of the universities.

After receipt of these comments, a subcommittee of four ACAP members met to draft the ACAP recommendations to COU. This subcommittee felt that no interviews with university representatives would be necessary since, in this case, no obscure points were raised. The subcommittee did, however, write to the consultants for interpretation of several points. The Discipline Group comments plus those of the universities appear in Appendices B and C respectively. The latter includes only those comments specified by each university for publication.

This report then is based on these data, reports and comments, and sets out recommendations for COU on the plan for graduate work in education in the province for the next several years.

As is required, this report is made directly to COU. It has been transmitted, as well, to the Ontario Council on Graduate Studies for information.

GENERAL INTRODUCTION

Planning Techniques

For some years now, the universities of Ontario have been committed to the belief that the quality and effectiveness of graduate study in the province can be ensured only by collective and cooperative action. This implies a mechanism for continuing consultation and agreement so that the plans of each university for each of its disciplines are concerted with those of the other universities. At any given time there will exist a plan for the development of each discipline, with agreed and understood roles for each department; since graduate education is the most advanced formal intellectual activity and is, therefore, undergoing change, it is necessary that such plans be kept under regular review and be subject to ready amendment.

The Council of Ontario Universities has assigned to the Ontario Council on Graduate Studies the task of advising it on the development of such plans and of the steps to be taken to carry them into effect. The Standing Committee which carries out these tasks for OCGS is the Advisory Committee on Academic Planning. A significant role is also played by the discipline groups, one of which is established for each subject, with a representative from each interested university. Each discipline group has the function of assisting and advising ACAP in connection with its own subject.

The above may give the impression that the planning activity is fragmented on a disciplinary basis. This would, of course, not be acceptable. Since the development of one department in a university should not be considered independently of its contribution to the rest of its university and of the influence of the university as a whole on the department, it is most important that universities as institutions play a central role in the planning process. One of the most effective ways of doing this is by indicating to ACAP the nature of institutional commitments to a department and institutional aspirations for the department.

The most significant single input to a planning assessment is the set of statements from each university of its plans for its department. When these are subjected to collective scrutiny it may be found that their totality constitutes a reasonable plan for the discipline in Ontario, but in any case this set of plans is the first approximation to the provincial plan, which the planning assessment may have to refine if there are duplicated features, lacunae in offerings, too large a total enrolment, or other reasons to recommend altering some of the university plans. The universities are also involved in that the bodies that act on ACAP reports, i.e. both COU and OCGS, are composed of universities.

The formal documents stating the responsibilities of ACAP and the Discipline Groups are Appendix F. Briefly summarized, it is ACAP's function to advise

on steps to be taken to implement effective provincial planning at the graduate level, to promote the arranging of the graduate programmes of the province in order to enhance and sustain quality and to avoid undesirable duplication, and, when necessary, to carry out formal planning reviews for disciplines. A discipline group has the responsibility of keeping under review the plans for graduate work in the discipline and making regular progress reports to ACAP in connection with graduate work in that subject. To make all this possible, it has been agreed that ACAP may communicate directly with universities and discipline groups, to request necessary information, to discuss reports, to convene meetings, and to make and receive proposals for the future.

The above information has been given in some detail because it constitutes the mechanism currently approved by COU for cooperative graduate work. It is fair to say that in 1971 there was no mutually agreed plan for graduate study in any discipline. Our task is not only to generate the first such plan for each subject but also to ensure that it is kept under continual review.

There are four fundamental components in the plan. The first is analysis of the fields of study, the formats of study which should be available to prospective students in the province. The second is an estimate of overall provincial enrolment at master's and doctorate levels based principally on the likely numbers of highly qualified applicants. In regard to considerations of manpower needs for the province of Ontario, ACAP is conscious of the unreliability of forecasts and, except in special cases, subscribes to the approach proposed in the Macdonald Report (1969):

> "The country as a whole and the provinces must be concerned about manpower requirements. This concern can be expressed in the first instance through careful survey and forecasting of manpower needs on a continuing basis. Such forecasts should be given wide circulation. It is reasonable to expect that universities will respond by creating additional opportunities for study in the areas of shortage. In addition, the universities through their counselling services have a duty to advise students about the opportunities in various fields from the standpoint not only of intellectual challenge but also of vocational prospects and social utility. The reaction of prospective students to such forecasts is likely to provide an effective control. We believe the market-place, if its trends are made explicit, offers an adequate governor to prevent serious surfeit and to encourage movement of students toward fields of opportunity."

The third component of the plan is an indication of the role to be played by each department in terms of the programme it will offer and its academic emphasis. Cooperative arrangements between departments are stressed. The fourth component consists of an examination of the enrolment plans of the universities and consideration as to whether the universities' plans and the predicted enrolment for this discipline are consistent. If not, some appropriate action should be recommended to COU. It will be seen that although there may also be other aspects, these are four necessary components in such a plan.

In the case of education there is a potentially serious enrolment problem. The consultants, after indicating several lines of approach to an estimate of future enrolment, outline the difficulties in each approach and essentially fall back on accepting for the provincial enrolment the total of the projections provided individually by the universities. This is an increase by 1976 to 4,400 from the 1972 level of about 3,000. On pages 9 and 10 following, we discuss reasons to believe it to be unwise to plan for this expansion, and we recommend that planning be based on a 1976 total of 3,700, but with flexibility in case the 1974 or 1975 levels would make a more rapid growth seem likely.

One must hasten to add that the future is uncertain and that to forecast intellectual trends, student interests, and employment markets five years hence is to undertake to examine many variables. Of course, this is not a new exercise since all universities have had to make decisions about building, staff hiring, library expansion, equipment investment and so forth and have done so on a basis of similar forecasts. Perhaps sometimes the forecasts have been more intuitive than consciously recognized, but they have certainly been there. All that is new is to make such plans systematically for the province.

It will be realized that, at a minimum, the ongoing planning procedures we have indicated requires annual reporting of enrolments and annual examination of admission standards. When there are indications from these or other sources that some aspects of the plan for the discipline are not being realized, it will be necessary for ACAP to initiate a review. Such a review would usually not involve outside consultants. Whether the impetus came from a discipline group, a university or ACAP itself, comments would be sought from all concerned and the review would culminate in a report to COU recommending an amendment to the plan.

If a university notifies ACAP of its intention to depart from its accepted role, ACAP will review the situation in the light of any other such notifications it may have received and any other pertinent factors. The extent of any further study would depend on the situation, but if ACAP felt that the university's new plan could be a cause for concern, its first step would be to seek full discussion with the university. Normally there would already have been discussion in the discipline group and between universities and the university would have reached its intention after a careful examination of the general situation of graduate study in the discipline. Thus the ACAP decision would be straightforward and a change in plan would be recommended to COU through OCGS. If, however, ACAP still felt that there was a probability that the university's action might be found, on further study, to be potentially harmful to the system, it would probably next seek comment from other universities concerned and from the discipline group. In any case, ACAP would eventually make some recommendation to COU (through OCGS) concerning the variation.

It is difficult without a concrete case to speculate on likely recommendations, but perhaps two hypothetical situations will illustrate the extremes.

If a university indicated that, without any marked change in the academic emphasis of its department, it proposed to enrol highly qualified applicants in significantly greater numbers than planned and if there were no changes at other universities, ACAP would presumably simply notify COU of the university's intention and recommend that it be recognized as an alteration in plan for the discipline. At the other extreme if a university proposed to begin a new programme designed to enrol fairly soon some 30 Ph.D. students in a field of the discipline already well covered in other universities, it would clearly be necessary to obtain reaction from the discipline group and from other universities and perhaps even some expert advice, in order for ACAP to generate an advisory position concerning the impact of the proposal on the system and suggestions to the university concerned and to COU. As has been noted, if there had been advance inter-university discussions and agreement, this would be a positive factor in ACAP's assessment, but there is of course the possibility that the recommendation would call for modification of the university's intention; we take that to be the obvious consequence of system planning. Of course, the university could decide to act in a manner contrary to a COU recommendation, accepting whatever consequences would result; we take that to be the basic right of university autonomy.

It seems desirable to comment on the scope of this planning study. Let us say first what it is not. It is not an exercise in 'evaluating' faculties; its purpose is to plan, not primarily to evaluate. In order to plan within the provincial system one must have some appreciation of quality and strength of current activity in each university and one must make choices partly on this basis, but one need not decide every aspect of the relative pecking order. One can find examples where a relative comparison is necessary in order to justify some aspect of the plan, but this does not alter the fact that our work is not, primarily, an 'evaluation'.

Secondly, our task is not to plan for departments in toto. Attention is confined to the graduate studies programme. Consequently, we are involved with only a segment of the research activity; namely, that segment which involves graduate students. We do not concern ourselves with undergraduate offerings except insofar as they might be affected by proposals at the graduate level and here we rely on each university to make us aware of any such situations which appear to raise difficulty.

Finally, an ACAP report is not a study of departments. It is an effort to plan the graduate work in Ontario in a certain broad field of study--education. Since the internal organization of universities is quite varied and a given subject may be pursued in quite different places within the departmental structure on different campuses, the only convenient approach to planning is to cut across departmental boundaries when necessary. ACAP has found instances of this in almost every one of the eighteen planning studies in which it is currently engaged.

Since reference is later made to the Appraisals Committee, a few words on its function might be useful at this point. The Appraisals Committee confining itself to a single programme, decides whether that programme has the level of staff competence, academic structure, research and library resources, etc. necessary to ensure that its students will receive an acceptable training and will on graduation be accepted as qualified. Each university in the province has undertaken not to begin new programmes or major new fields in existing programmes without reference to the Appraisals Committee. Frequently, in this latter case (new fields) the committee decides that an appraisal is not necessary. This point should be recalled in some cases where new fields are recommended in this Report.

The consultants have summarized their recommendations concerning graduate work in education at the end of their report. The ACAP recomendations will, therefore, be numbered to coincide with those of the consultants. To avoid possible confusion, we shall prefix our recommendations with the letter C, indicating that they are recommendation to COU. For example, Recommendation C1 is the position which ACAP recommends COU adopt on the matters dealt with in the consultants Recommendation 1.

Please note that ACAP does not attempt to provide full rationale for its recommendations. This document must be read in conjunction with the consultants report (Appendix A) and appropriate references to it appear for each recommendation.

The recommendations can be divided into two groups. The first group of recommendations deals with education graduate work in general, and with enrolment recommendations from the system viewpoint. The second group is more specific in nature and deals with the roles of the individual universities.

System Recommendations

Recommendation C1

It is recommended that the figures produced by the Discipline Group for a total of 3500 (Appendix H) be used as the 1976-77 enrolments for planning purposes within the universities during 1974 and that the figures be reviewed early in 1975 and annually thereafter.

Table 1

Current Enrolment and Recommendations on the Distribution of Graduate Enrolment in Education for 1976-77, Ontario.

University		1973-74 Doctorate	1973-74 Master's	1976-77 Doctorate	1976-77 Master's
Toronto	FT	274	213	290	220
	PT	138	1454	210	1730
Ottawa	FT	70	94	50	130
	PT	142	591	60	620
Queen's	FT		7		20
	PT		148		210
Western	FT				45
	PT		52		60
Guelph	FT		17		25
	PT		27		35
Lakehead	FT				5
	PT				50
York	FT				10
	PT				55
Unallotted	FT				25
	PT		167 (Brock and Windsor)		260
Total		624	2884	610	3500
Total F.T.E.		428	1097	421	1386

These figures represent December 1 enrolments. Not included in December 1 enrolments are some summer and winter term students. In 1971-72 there were 450 of these at Toronto, 97 at Ottawa and 55 at Queen's. We anticipate these additional enrolments continuing at about the same level perhaps with modest increase.

The unalloted total in the master's column is to allow for the possibility that there may be additional programmes, possibly at Brock or McMaster or Windsor or, failing this, expansion of enrolments elsewhere.

In contrast to Table 1, the consultants have forecast for the next four years a 10.5% per year growth in graduate enrolment in Education. This projection is based on certain implicit assumptions. It is implied that further professional studies will be the graduate component of Faculties of Education in Ontario universities. However, the continuing education of teachers could take many forms--of which university graduate study is only one. In its response to the consultants' report (Appendix C), the University of Western Ontario discusses some of the possibilities for professional upgrading. These other forms may be more useful and effective for the professional development of teachers. Additional undergraduate courses, short non-credit courses and conferences, curriculum development workshops are all valid components of professional upgrading. So, of course, are MA's and MSc's in the subjects taught. The University of Toronto response (Appendix C) also stresses the need for a range of methods to upgrade skills of teachers.

On the other hand, graduate study in Education is desirable and necessary for the advanced training of a certain number of classroom teachers and the development of specialists such as guidance counsellors and school administrators.

Thus, we see a considerable diversity of post-baccalaureate study, not all with the end result a master's degree. In evaluating alternatives one should recognize that some have operating costs less than that for a graduate degree, but may be equally useful.

In ACAP's view, school boards should recognize these alternative routes to professional upgrading. Salary improvements should not be dependent solely upon classifications in terms of degrees. In many cases, the alternatives for professional development would be more rewarding to the teachers, pupils, and the educational system in general.

Depending on the initiative and imagination of universities and school boards, the scale of growth for graduate enrolment in education recommended by the consultants may or may not be realized. If alternatives are developed and the participating teachers are rewarded financially the 10.5% growth will prove excessive. On the other hand, if there were no alternatives, the master's enrolment in education might grow at such a pace.

However, it should be remembered that overall growth of graduate education in Ontario has been expanding at only 2% per year. Table 1 implies an annual growth of 7.5%, and may, therefore, be unrealistic. But, the consultants have argued convincingly that a significant expansion in Education graduate work must be planned.

First, the demand for upgrading of teaching qualifications is strong since the minimum qualification for entry to teaching has been increased (see pages A9 and A15).

Second, the proportion of teachers qualified to pursue graduate studies will rise as more teachers receive bachelor degrees (see pages A9, A15 and A17.)

Third, the professionalization of specialties such as counselling and guidance will create additional demand for study opportunities at the graduate level (see page A9).

Fourth, the demand from principals and supervisory staff to obtain further training will add to the pressure for graduate work (see page A9.)

Fifth, Education has been an underdeveloped field at the graduate level in Ontario. There is evidence that these arguments are valid since Canadian teachers are enrolling for part-time programmes in United States' institutions near the Canadian border for graduate work in education.

For all these reasons, ACAP expects the rate of growth of graduate education studies to be at a faster rate than graduate work in general.

Therefore, ACAP recommends the adoption of a flexible plan that will accommodate either possibility--growth at 10.5% per year or at considerably slower rates. The consultants present a distribution for enrolment in graduate education programmes for 1976-77 in Table 15 of their report, page A79. ACAP has formulated in Table 1 a breakdown of enrolment for 1976-77 in the event that the 10.5% growth is not attained.

The consultants were asked to clarify how important they considered their recommendations that all Faculties of Education and most universities should move to graduate work. If the enrolment of 4400 which they adopted for 1976-77 were not to materialize, but were substantially less, would they recommend delaying new programmes on the grounds that the existing programmes at Toronto, Ottawa and Queen's could readily expand somewhat and handle all the students; or alternatively would they suggest planning on a basis which would result in lower enrolments than they show for these places, accommodating new programmes in the system? They were agreed that the important thing was to start the new programmes, for two reasons.

One is the need to promote and develop the intellectual strength of the new faculties; the other is the desirability of making part-time study more readily available. We, therefore, propose the figures in Table 1 which reach a total of 3500 masters' students.
We recommend their adoption by the universities, for use until a further review suggests some alteration.

If the growth is seen to be greater than this, targets can be adjusted to higher values moving towards the pattern recommended by the consultants.

Our Table differs from the consultants also in that we have not shown a programme at Brock in 1976-77; our reasons are explained below in Recommendation C13. The unallotted total in the master's column is to allow for the possibility that there may be additional programmes, possibly at Brock or McMaster or Windsor or, failing this, expansion of enrolments elsewhere.

The numbers shown in the PhD column are consistent with the advice of the consultants, and represent some increase over the current enrolment.

Recommendation C2

> It is recommended to the universities that they require for admission to master's level work in the field of education that the applicant have one of the following or its equivalent:
>
> (a) a general arts or science degree with at least second class standing plus one year of professional education studies with equivalent standing;
>
> (b) any four year bachelor's degree with at least second class standing;
>
> with in each case appropriate standing in such specific undergraduate courses as may be deemed requisite for entry to a particular programme or field of specialization (see page A21 and A74)

In addition applications should be entertained from exceptional students with or without prior experience of Education studies whose background qualifies them for admission on other grounds. It is further recommended that there be appropriate use of probationary admission and transition programmes.

These admission standards are recommended to ensure that the requirements for master's level work in education are comparable to those for master's programmes in general.

These admission criteria differ slightly from the consultants' recommendation. The admission requirement outlined in clause (d) of the consultants' report, Recommendation 2, does not require second-class standing in undergraduate work as long as the candidate has completed an "appropriate number of relevant courses" at a similar level. In ACAP's view such students should be accommodated only in exceptional cases. This approach is normal practice in other disciplines and seems to have provided sufficient latitude. We believe that the most effective quality control in graduate studies is the admission filter--once students are in, the success rates seem to be high, and this is at least in part due to the tendency to adjust the level of a course to the receptivity of the class.

Recommendation C3

> It is recommended to scholarship granting bodies and to education authorities that the types of financial support appropriate to students of education be examined and that appropriate levels of support be provided. (see pages A21 and A74)

ACAP endorses financial support for graduate students in education as it does for all graduate students. We see no case for greater scholarship and bursary support than in other professional fields. But we do support the consultants' view that experienced teachers engaged full-time in graduate work or other post-baccalaureate study of value to them in their

profession should receive an adequate level of financial support from the educational authorities, i.e. either directly from school boards or from a fund administered by the Ministry of Education.

Recommendation C4

It is recommended that there should be no general inhibition tending to prevent any university from becoming involved in education studies at the master's level in specific and approved areas whether or not it has a Faculty of Education provided that principle 2 in the consultants' report is satisfied. (see pages A24 and A74).

Principle 2 states: "Either one of two conditions should be regarded as the basic qualification for a university's entry into graduate studies in education:

Either (a) The university should have an established teacher education programme with a "critical mass" of highly competent staff members in the appropriate specializations in education;

or (b) The university should have a minimal cadre of staff members in education and a specific plan for supplementing this cadre with contributions from appropriate related fields."

Also the need for the programme should be recognized by COU by the inclusion of the proposed programme in the plan for the discipline. The graduate programme in education should be developed in close collaboration with other faculties and departments of the university. As suggested in principle 2, an undergraduate programme in teacher education is not a necessary prerequisite for a university's entry into graduate studies in education.

The Discipline Group agrees with this recommendation. But in addition the Discipline Group suggests that there should be a regional need for such a programme. We cannot agree that the only needs are regional since there may be cases where the need that is satisfied is felt on a provincial or national level.

Accordingly the above recommendation is more broadly worded than the Discipline Group would have suggested.

Recommendation C5

It is recommended that no new doctoral programme should be initiated until:

(1) the staff for the proposed programme has had substantial experience in master's level work in education;

(2) the demand for doctoral work can be shown to have increased to the point where new programmes are needed and;

(3) approval of the appraisals committee has been given. (see pages A26 and A74)

These considerations should ensure that only competent faculties offer doctoral programmes and also that there is a need for the programmes.

Recommendation C6

> It is recommended that the Council of Ontario Universities (COU) initiate the establishment of broadly based coordinating groups for all forms of professional study for teachers including both graduate and undergraduate work. These coordinating groups would make it feasible for staff of the Ministry of Education, the Ministry of Colleges and Universities, school boards, teachers' organizations and various university faculties to meet together to discuss needs, to identify and help to reconcile differences in emphasis and to make proposals to the respective bodies on new courses and new forms of organization. (see pages A19, A20 and A75)

Besides this general forum, there is a continuing role for the Education Discipline Group. The Discipline Group should be relied upon for specific reports on the development of new graduate programmes and to keep a general watching brief on graduate studies in education in the province. Because of the nature of teacher training in education, it may be useful to have persons drawn from various university faculties, particularly those of Arts and Science, involved in the work of the Discipline Group. Teacher training is concerned not only with the medium of teaching, but also with the message that is being taught. It is recommended that the Discipline Group consider the means of achieving this wider input to its deliberations.

Recommendation C7

> (a) It is recommended that the universities encourage the development of Master of Arts in Teaching (MA(T)) programmes and other new types of post-baccalaureate programmes. (see pages A18, A71 and A75)
>
> (b) It is recommended to the universities, school boards and the Discipline Group that they investigate with appropriate bodies involved in the development of educational policy the feasibility of initiating various types of post-baccalaureate programmes as effective means of professional development.

The consultants have defined the MA(T) on page A18 of their report. "The MA(T) is biased towards study in the area of the candidate's teaching specialization, and often involves faculty other than from departments of education."[2] ACAP notes with approval plans for development of such programmes at the universities of Western Ontario, York and McMaster. ACAP also notes that the Discipline Group "warmly supports the idea that graduate studies should have as a main focus, what is happening or what should be happening, in the classrooms of this province." (Discipline Group comment page 5). We strongly support the growth of programmes oriented towards subject matter.

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[2] Universities may use other designations for such a degree, and we use MA(T) generically, to include, e.g. MSc(T).

UNIVERSITY RECOMMENDATIONS

Recommendation C8

> It is recommended that the University of Toronto plan for the growth in master's and doctoral programmes suggested in Recommendation C1. The University should continue its current MA, MEd and PhD programmes and take note of Recommendation C7. It should also contemplate the introduction of post-doctoral work in selected areas. (see pages A30-A36 and A75)

The proposed rate of growth for master's programmes assumes that other universities will initiate programmes in education. At the same time, OISE should monitor very carefully its changing role in the expanding set of institutions offering graduate studies in education. The Institute should maintain the research aspects of its work, which is vital for educational advance in Ontario.

Recommendation C9

> It is recommended that the University of Ottawa plan for enrolment as suggested in Recommendation C1, devote itself to solving its current problems of staff overload and to strengthening its research activities, while maintaining its valuable contribution as a bilingual institution. The University should continue its current MEd and PhD programmes and take note of Recommendation C7.

We accept the views of the University expressed in the Rector's letter of April 11 (Appendix C-11). These comments seem to us to deal adequately with the space issue. But the high student-faculty ratio must remain a concern. ACAP requested the consultants to confirm or clarify their view on this point. The above recommendation flows from this further correspondence. The University could, of course, request an appraisal if it felt further expert opinion were necessary. The original version of this Recommendation contained a sentence: "If it should prove impossible to increase the staff, the enrolment should be reduced." We note that the University now is planning a substantial decrease in doctoral enrolment.

Recommendation C10

> It is recommended that Queen's University plan for total master's enrolment as suggested in Recommendation C1 and modify the pace of its original proposed programme of expansion by setting back the initiation date of each new programme by at least one year. Consideration should be given to the priorities in determining the order in which programmes in curriculum, administration, educational technology and counselling are introduced. Further efforts should be made to add interdisciplinary faculty strengths in the fields of administration, curriculum, educational technology, elementary education and community education. The adaptation of the existing MEd programme in curriculum or development of an MA(T) programme are routes open to Queen's to enhance involvement of arts and science departments in the education programme at Queen's. (see pages A42-A45 and A75)

According to the University response, Queen's has deferred the expected dates of initiation of all projected programmes by one year with continuous scrutiny of all such programmes.

Recommendation C11

It is recommended that the University of Western Ontario plan the development of graduate studies in education with enrolment as suggested in Recommendation C1 and subject to:

(1) a continued strengthening of the academic qualifications and experience of College of Education staff;

(2) the availability of well-qualified staff from other departments in the university and;

(3) the provision of additional space. (see pages A46-A48 and A75)

ACAP notes with approval Western Ontario's plans for development of a MA(T) programme. Moreover, we would welcome a shift in emphasis towards the MA(T). The MA(T) programme is described in Recommendation C7 on page 13.

Recommendation C12

It is recommended that the University of Guelph proceed with its plans to continue the MSc in extension education with enrolment as suggested in Recommendation C1.

The research involvement of the department of extension education especially in the area of rural development should be encouraged and facilitated.

The University of Guelph's proposed doctorate programme in Extension Education would be unique in Canada. ACAP does not disapprove of initiating a doctorate programme as long as the requirements specified in Recommendation C5 are met.

Recommendation C13

It is recommended that Brock University's Faculty of Education work towards upgrading the degree status of its staff and documenting the kinds of relationships and programmes that it could most usefully promote with other Faculties, with a view to the development of master's work. The time for initiation of the programme should be related carefully to Brock's overall priorities for areas of development. (see pages A52, A53 and A76)

It is noted that the Five Year Plan submitted by Brock University and approved by the Minister does not include graduate work in education. In the light of these facts there are no specific enrolment figures for Brock University in Recommendation C1. If the development of a programme proceeded more radpidly, it could be accommodated in the unallotted category. It is understood that Brock will request revision of its five-year plan.

Recommendation C14

> It is recommended that Lakehead University note the proposal in Recommendation C7 to encourage MA(T) work, offer MEd programmes in Administration and Curriculum and plan for the 1976-77 total enrolment in Recommendation C1. (see pages A54-A57 and A76)

Recommendation C15

> It is recommended that the University of Windsor's Faculty of Education work towards upgrading the degree status of its staff and documenting the kinds of relationships and programmes that it could most usefully promote with other Faculties, with a view to the development of master's work. (see pages A58, A59 and A76)

Although an enrolment figure for Windsor has not been included in Recommendation C1, it could be accommodated in the unallotted category.

Recommendation C16

> It is recommended that York University proceed to develop its master's programmes as described below and that it plan for the enrolment in Recommendation C1. (see pages A60-A64 and A76)

The Faculty should continue to develop its plans for the MA(T) programme in faculties with graduate strength. The plans for the MEd in Special Education in collaboration with the Department of Psychology and the plans for the MEd in Administration in collaboration with the Faculty of Administrative Studies should continue to be developed.

ACAP notes with approval the interest at York University in MA(T) programmes and inter-departmental co-operation.

Recommendation C17

> At this time, ACAP makes no recommendation in regard to Carleton University. Carleton has submitted no formal plan for graduate work in education. (see pages A65 and A76)

Recommendation C18

> It is recommended that McMaster University develop its proposals for the MA(T) programme in view of its strength in several arts and science departments. (see pages A66, A67 and A76)

Although an enrolment figure for McMaster has not been included in Recommendation C1, it could be accommodated in the unallotted category.

ACAP has emphasized the desirability of this type of programme (MA(T)) earlier in the report, especially in Recommendation C1 on pages 8, 9, and 10, and Recommendation C7 on page 13. In developing its master's programme, McMaster might consider cooperative arrangements with Brock University utilizing the specialized resources of the Faculty of Education.

Recommendation C19

It is recommended that the Discipline Group in addition to its normal role, report in December 1974 on the implementation of these recommendations up to that time.

RECOMMENDATION FOR COU ACTION

Recommendation C20

It is recommended that COU adopt the recommendations of this report, and, in the expectation that its members will act in accordance with them, COU inform CUA that it has adopted these recommendations and request that the embargo on education be now removed, in accordance with the original announcement of the Minister that new graduate programmes would be embargoed until, for each discipline, a planning study had been conducted.

APPENDIX A

BEST COPY AVAILABLE

GRADUATE STUDIES IN EDUCATION

IN THE PROVINCE OF ONTARIO

A Report prepared at the request of
Advisory Committee on Academic Planning
by Harold Baker (University of Alberta),
Roy Daniells (University of British Columbia),
Lorne Downey (L. W. Downey Research Associates)
and William Taylor (University of Bristol)

February, 1973.

Acknowledgements

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H.B.
L.W.D.
R.D.
W.T.

Introduction

The growth of graduate studies is being viewed with suspicion in many university systems at the present time. Embargoes on new programmes, the setting of a fixed percentage of total enrolment, analyses of the cost of graduate degrees, planning reviews of demand and need, are all evidence of concern.

Yet, in this report we recommend at least a doubling of provision for graduate work in Education in Ontario between now and 1981. Why?

The main focus of graduate studies in Education is on the improvement of quality and performance in the education service. Teaching is an under-educated profession. It has already been decided that all new teachers in Ontario will henceforth require the Bachelor's degree. This has clear implications for the scale and distribution of opportunities for graduate study.

The need for improvement is not confined to classroom teaching. Humane and competent administration, effective guidance, appropriate high quality special services, are the key to educational advance at all levels. Men and women have to be educated and trained to perform an increasing variety of specialized tasks in the world of education. Graduate studies have an important part to play in such training.

There is an unsatisfied demand for graduate work in education and no shortage of students desiring and competent to benefit from study opportunities at this level.

Faculties of Education exist in a large and growing number of universities. Graduate study and teaching is a legitimate aspiration of any university faculty, and a factor in the quality of work at the undergraduate level.

We believe that whatever the pattern of growth in other fields of graduate study in the Province, the case for an expansion of Graduate work in Education is pressing and should be heeded. Our reasons for this view, and our suggestions as to how a desirable pattern of development should be achieved, are set out in the chapters that follow.

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CHAPTER ONE

TERMS OF REFERENCE, PROCEDURE AND METHODOLOGY

Terms of Reference

We were appointed as Education consultants to the Advisory Committee on Academic Planning (ACAP) in January 1972, with the following terms of reference

Report on the adequacy of the present state of graduate work in education in the province in general and in each university where applicable, discussing the following:

a. coverage of divisions and specialities, and extent of activity in each

b. faculty quality and quantity

c. nature of programmes offered

d. enrolment size and distribution among universities and divisions

e. quality of student body; admission requirements

f. relationship to related disciplines

g. physical facilities

h. other matters considered by the consultants to be significant.

Make recommendations for the development of graduate work in Education in Ontario between 1972 and 1982, but in more detail for 1973/74 through 1977/78, and without limiting the generality of the foregoing, dealing with the following points:

a. Manpower needs, cultural and societal needs, and desirable enrolments, year by year, in the various levels of graduate study (M.Ed., M.A., Ph.D., D.Ed., etc.) and the various major subject divisions. In considering manpower needs, one should take account of the 'market' available to graduates (larger than Ontario?) and of other sources of supply for that market.

b. Programmes to be offered -- in particular, consider what fields of graduate study in education should be initiated or developed further in the province, the balance between the more theoretical and more applied aspects and interdisciplinary graduate work in which the education faculties should be involved. Also pay particular attention to the suitability of the different types of programmes e.g., professionally oriented and subject-oriented master's degrees and doctoral degrees of various kinds, some research oriented, some in administration.

c. Desirable distribution amongst the universities of responsibility for programmes and for specialities, including consideration of the need for any increase or decrease in the number of departments offering doctoral work.

d. Distribution of enrolment amongst the universities, suggesting reasonable ranges for each institution, for each year.

e. Desirable extent of involvement of professional associations in a continuing advisory role, either on a national or provincial level.

f. Desirable extent of involvement with related disciplines, particularly in Ph.D. programmes.

In all cases, it is important that the rationale for the recommendations be clear; this is especially important for items c. and d. It is permissible for consultants to recommend appraisals of individual existing programmes . . . .

We must make it clear at the outset that we have been unable to compose our report strictly in accordance with our original terms of reference. This relates particularly to the difficulty of making meaningful manpower analyses and to the impossibility of recommending levels of provision and enrolment on a subject by subject basis. Education is not a single compact discipline in the same sense as some of the other subjects with which ACAP consultant groups are concerned. Nor are graduate studies in Education the only kind of graduate studies undertaken by teachers, who comprise the main constituents of our 'manpower' in this field. As we shall have occasion to note at several points in this report, lack of data on these and other issues has made it difficult for us to be as specific in our recommendations as our terms of reference seem to require.

Procedure

In order to carry out our task, we were provided with written submissions from each of the universities that had accepted the invitation of ACAP to take part in the work of the discipline group in Education, with statistics and statements from the Ministry of Education, and with other material from bodies such as the Ontario Teachers Federation. The university submissions included statements of the present position concerning graduate studies, future plans and details of available resources. Curriculum vitae were furnished in respect of each member of staff either currently engaged in graduate teaching or hoping to be so engaged in the future.

We held our first meetings in Toronto during the period 6th to 8th June 1972, and discussed our procedures with members of the discipline group.

It was decided that the analysis of written submissions should be undertaken by one of the consultants, who obtained local help for this purpose. A summary analysis of the written material was circulated to consultants in August 1972. This included indices of Faculty strength under a number of headings suggested by the analysis of the curricula vitae, viz: proportion of staff with the doctorate, total university experience, Canadian university experience, experience in other countries, doctoral and master's theses successfully supervised, graduate courses taught in the preceding five years, books published, articles and papers in refereed journals, and other papers and reports. These indices and the summaries of university submissions were

used by the consultants as background information for their subsequent visits and discussions.

During September the consultants visited the University of Toronto (Ontario Institute for Studies in Education and the Faculty of Education), Ottawa, Queen's, Western, Guelph, Brock, Lakehead, Windsor and York. Meetings were also held with representatives from Carleton and McMaster universities, from the Ontario Teachers' Federation, and with the Deputy Minister of Education and members of his senior staff. A number of universities and other bodies made additional documentary evidence available in the course of these visits and meetings, and during the following months.

The consultants exchanged drafts of the sections of the report for which they had agreed to be initially responsible during the period October - December 1972. Amended and agreed versions of these drafts were used to produce an interim report, which was circulated to members of the Education discipline group and discussed with them at meetings in Toronto on 4th January 1973. The verbal and written comments of the group have been taken into account in producing this final report.

Methodology

We have arrived at our conclusions and recommendations by means of the steps outlined in some detail in Chapters Three and Four. To summarize these steps:

Step One — The present numbers of graduate students in doctoral and Masters' programmes, full-time and part-time, are stated, together with some Provincial comparisons.

Step Two — Calculations are made of the stock and flow of teachers eligible to enter graduate work.

Step Three — A series of assumptions concerning the demand and need for teachers and others with graduate qualifications in Education are outlined e.g.,

- that the existence of opportunities and incentives for teachers to improve their personal and professional knowledge and skill will increase the capacity of the educational system to achieve desired objectives.

- that certification for senior and specialized roles in the school system, and opportunities to obtain posts in universities, CAATs and elsewhere will increasingly depend upon the possession of graduate qualifications.

Step Four — It is argued that lack of relevant data, the fact that some skills can be used in a variety of contexts, and uncertainties concerning the speed and direction of educational change, make it impossible to disaggregate the need for graduate work in terms of the programmes and courses required to prepare appropriate numbers for the performance of specific educational roles.

Step Five — Individual university projections for full-time and part-time student numbers at doctoral and masters' level for the period 1976/77 are totalled.

Step Six — Some points are made concerning the effect of implementing the universities proposals upon the overall proportion of teachers in Ontario with advanced degrees.
(All the above stages are dealt with in Chapter Three.)

Step Seven — Each university's position is assessed in accordance with a set of principles outlined in Chapter Four, against criteria that include geographical location, regional and local demand and need, level of institutional commitment, faculty strength (including inputs from other faculties and effective staff/student ratios), facilities, research and development environment and additional special factors e.g., bilingualism. (Chapter Five.)

Step Eight — The assessments in Step Seven are combined with the argument of the preceding steps to yield a total and institutional allocation for 1976/77 and, tentatively, for 1981/82. (Chapter Six.)

The limitations of this formal process will be obvious. During the ten year planning period the stock of teachers with graduate qualifications (M.A./M.Ed./Ph.D.) will increase, but we do not have complete information concerning existing stocks of such teachers, gains from outside the system, temporary and permanent losses, and other trends that would enable us to estimate the effect of such growth on the calculations involved in Steps 2 and 3. Decisions on the future of certain Teachers' Colleges may affect some universities' decisions on whether to enter graduate studies and we have no knowledge of the Ministry's intentions vis-a-vis these colleges. Demand will be affected by the number of post-baccalaureate entrants to teaching; again, we do not have detailed breakdowns of their qualifications. We do not know if the proportion of graduate entrants to teaching with a 'B' average will be the same in the future as it is now. We are unable to predict what kinds of social and educational change may alter the functions and purposes of graduate studies in the future, whether institutions such as the Open University in Britain or the Extended University in California will come into existence in Ontario, to what extent the Province will commit itself to implementing the principles of 'life-long' or 'recurrent' education. But whatever the weaknesses of our methodology, some kind of schematic presentation may at least help to expose our assumptions, and to point up some of the issues on which the discipline group, ACAP and the individual universities will need to make up their minds. The following chapter, which sets out some general considerations concerning graduate work in Education, may provide some further indication concerning the values and beliefs that have guided our work.

CHAPTER TWO

GRADUATE STUDIES IN EDUCATION - GENERAL CONSIDERATIONS.

Purposes

Graduate studies in Education, in common with those in other disciplinary and professional fields, are usually seen as serving three main purposes.

First, they provide a means whereby the present and future teachers, administrators and specialists in such fields as curriculum development, counselling and research, can obtain high level professional training. In the improvement or extension of professional understandings and competencies the key words are specializing, upgrading and conversion. Holding an undergraduate degree and a teaching certificate the candidate has characteristically spent the equivalent of three or four years in academic and one in professional studies. The primary teacher elects, for example, to become a specialist in early childhood education, or in reading. The High School English teacher perceives the need to acquire a more intimate acquaintance with the now substantial body of theory and research in his field. Or the classroom teacher at any level or in any field chooses to convert his more general understanding and experience to couselling services, or to administration, with all that this involves by way of new studies, new kinds of exploratory and practical experiences.

Second, graduate studies represent one of the ways in which our knowledge of educational processes, of the dynamics and correlates of learning and teaching, can be advanced. Intellectual curiosity is properly valued as a basis for all human learning. Professionally oriented it ought to provide a central motivation for graduate studies in education. But our expectations of graduate students must be realistic, especially at the masters level.

Third, graduate studies encourage and facilitate the development of the individual student's judgement on a wide range of educational issues, and contribute to the personal cultivation that is -- or should be -- one of the outcomes of any systematic educational experience. Such general professional enlargement has of course much to do with studies in the liberal arts and sciences as well as with those in education per se. This points the need for pervasive interdisciplinary relationships. Some of these already exist, organizationally, in faculties or institutes of education, with particular reference to matters of public education. Other humanistic studies -- literature, the arts -- need to be made available and exploited in professional programmes whether or not they are directly related to a "teaching field". The desideratum is teachers more liberally educated and humane, not simply in the academic sense, but in their alertness to the ways in which the spirit of liberalism and humanity can be brought to bear on public education. What might education not accomplish if teachers were as professionally impressive as the most impressive people we know, and personally as mature and alert and sophisticated as the most professional teachers we know? What might our society be like if we had all, during our more formative years, been under the influence of such teachers?

The enormous literature on graduate studies in general contains few statements urging an exclusive concentration on one or the other of these three missions. But in different countries, at different times, between different institutions, and different subject areas, there have been considerable variations in where the emphasis has been placed. Some variations have also arisen from the expectations entertained by different

constituencies. Teacher employing authorities may place greater emphasis on the professional mission, academics will stress the advancement of learning. Fellow professionals will look for evidence of personal development. There are arguments about the extent to which the three missions are successfully reconciled in existing courses and programmes, and about the effects of such success on different ways of organizing graduate schools.

On these, and many other related issues, there is, as indeed there must be, a continuing debate. Berelson put it well in his Graduate Education in the United States (1960)

> "For certainly the debate itself is the thing. The debate is highly important simply in keeping different parts of the system aware of one another and hence in maintaining the necessary or desirable equilibrium among the contesting elements".

But debate is only the right word when we think in terms of a continuing dialogue, not one which is brought to an end by the taking of a vote. There can be no final resolution of the kinds of problems with which we are here concerned, merely a continuing series of provisional agreements, good for the time being rather than once and for all, until a new set of possibilities or constraints appear, or until we learn to conceptualize the issues afresh.

Emphases and options

The scale and type of graduate studies thought appropriate at any particular time will to some extent depend upon which mission is thought to be the most important. If emphasis is upon the training of practitioners, then a manpower approach is indicated. If stress is upon improvement of the competence of professionals, then an upgrading approach is indicated. If it is the advancement of knowledge that matters most, then graduate studies will be seen as part of an overall research and development thrust, and their scale and scope will be tailored to the apparent needs of the system for new knowledge and research skills. If the "educated man" ideal is dominant, then the scale of the operation will be determined by judgements about the pool of qualified aspirants to such status, and the numbers of scholars available to supervise and direct their induction.

We encountered aspects of each of these emphases during our visits to universities in Ontario. One Dean of a faculty (not Education) averred that not more than one in five of honours students was capable of undertaking graduate work. He agreed, on that basis, that in Education the proportion would be very much less. Elsewhere, we heard it argued that graduate studies should be student centred. Students begin work at many levels, according to the nature and quality of their previous training and experience, their motivation and native wit. The award of the degree should signify, not the attainment of some formal and largely illusory "standard", but the achievement of an increment of personal growth and professional understanding appropriate to the level from which the student began his graduate work. This is consistent with the ideas behind so-called "performance-based" initial teacher education. In the words of one recent statement

> "Because time is a variable, not a constant, and because students may enter with widely differing backgrounds and purposes,

> instruction is likely to be highly person -- and situation -- specific . . ." (AACTE Performance based teacher education: what is the state of the art Washington: The Association 1971)

These are extreme positions, but they illustrate the variety of opinions that can exist among those working within what is allegedly a common system of teaching and evaluation.

There are other extremes that may help to point up the difficulty of our task. Graduate studies in education in Ontario appear to be at a turning point. The extremes in commitment in the two countries from which Canada often takes its cue are of great interest. By the end of the sixties the United States, with a population of around two hundred million, was annually awarding 45,000 Masters and 3,000 Doctors degrees in Education, more than in any other single subject. During the same period, United Kingdom Universities, catering for a population of some sixty million, awarded fewer than 50 Doctorates in Education and just over 400 Masters degrees.

The latest figures show that Canada occupies an intermediate position. In 1971 there were 69 Doctorates and 1,100 Masters degrees in Education recorded for a population of about twenty million. Should the Canadian provinces move towards the American pattern, which reflects the early down-grading of the masters and rapid professionalization of the doctorate, or stay closer to the UK, where higher degrees are only really significant in university circles, and even there, more among the scientists than in the humanities and social sciences?

It appears that in the minds of many people in Ontario that decision has already been taken. The upgrading of teaching qualifications that has been such an important feature of educational policies during the past few years will in due course pay off in the form of a wholly graduate profession. The proportion of teachers qualified to pursue graduate studies will rise accordingly. The professionalization of specialities such as counselling and guidance will create an additional demand for study opportunities at graduate level. The need for principals and supervisory staff to receive appropriate high level training, and to be better qualified than those who they supervise and lead, will add to the pressure.

The written evidence submitted and the statements made to us in the course of our visits by presidents, deans, professors and students, make clear that most universities recognize the likely scale of the demand and are keen to meet it. There are now nine faculties of education in the province against only three a few years ago. The number of experienced schoolmen with a doctorate and of social scientists interested in working in Education is now much greater. It is not difficult to fill faculty vacancies created by retirements, resignations and expansion of numbers, although at present many of the successful applicants will have obtained their graduate degrees other than in Canada. Embargoes and disciplinary assessments apart, the trends are all in the direction of a rapid expansion of opportunities for graduate studies in Education. Is this a desirable path to follow? How is control to be exercised over a progress that, if US experience is any guide, represents an almost open-ended commitment?

Need and demand

It is not difficult to establish the existence of a demand for extended graduate study opportunities. It is more difficult to prove a need. A number of questions arise.

First, is it desired to staff universities with a larger number of academics who have undertaken the bulk of their own university studies in Canada? At the present time, as the curricula vitae of OISE staff clearly show, there are simply not enough Canadian trained and educated men and women with the requisite qualifications to fill senior academic positions. On the other hand, there are large numbers of American (and to a lesser extent, British and European) educated aspirants for such positions. A policy of recruiting more Canadians with Ph.D.s and established or developing academic reputations in their particular fields to the education faculties suggests important questions about which we shall have more to say later in our report.

Second, should we build the case for graduate studies so largely upon the existence of an apparent "demand"? Most of the demand for graduate studies in education does indeed come from those employed as teachers and instructors in elementary, secondary and tertiary education. Judgements about desirable levels of provision, both overall and in specific areas, will inevitably be influenced by apparent "needs" that exist for better qualified teachers, by assumptions about the relationship of graduate studies and improved teaching, and by the size of the pool from which candidates for graduate studies are drawn. Should we try to justify supply directly on the basis of this kind of demand? Many teachers are likely to prefer and to profit from opportunities to pursue graduate studies in subject areas other than Education. Deans of graduate studies to whom we have spoken in some universities, especially those where part-time masters programmes in faculties of arts are common, suggest that more than a quarter of the graduate enrolment in subjects such as English and history already consists of certificated teachers. Although a positive relationship between graduate study and quality of teaching performance is generally and reasonably assumed, this relationship is not simple, self-evident or unproblematic. Furthermore, universities concern themselves with particular fields of study not only to provide a form of professional or public service, but because of the intrinsic importance of the issues that arise in these areas, and the possibility of advancing knowledge and understanding of these issues. It would be possible to make a case for the pursuit of advanced work in Education quite apart from the level of demand for study opportunities that exists among teachers.

Third, has sufficient consideration been given to the effects of growth on the standards and status of the masters degree? Should the M.Ed., M.A.T., and M.A. be highly selective, indicative of an intellectual level and standard of performance that place their holders above the generality of their profession? Would a largely open access to a much bigger pool of qualified applicants tend to reduce expectations, lower standards and affect the comparative value of the degree? Even accepting, as many will not, that these consequences could follow from expansion, are they necessarily bad? Is there not something to be said for making rather less demanding masters programmes available to a larger proportion of teachers? Will the quality of teaching in Ontario gain more from a big lift given to a few or from a rather smaller

lift provided for a much larger number? When resources are scarce, is not the latter easier to justify?

Fourth, are we satisfied that the kinds of graduate degree that at present exist will meet the needs of the situation that seems likely to emerge in the next ten years? Do the proposals made by universities encourage us to believe that new styles of graduate programme will develop to meet these needs? How far and to what extent should the development of graduate work in Education be tied to that in other areas and disciplines, many of which do not have a similar professional orientation?

We cannot answer all these questions. They are not matters that can be decided with reference to a single field of study, or without the kinds of consultations that were precluded by the time scale and scope of our enquiries. In what follows we must necessarily take a stand on some of the issues involved, and we hope that by so doing, we shall at least direct the attention of educators in the province to the importance of the underlying policy considerations on which some measure of consensus needs to exist if a credible pattern of graduate studies in Education is to emerge.

Any such consensus is itself part of the continuing debate to which reference has already been made. The factors that determine the attitudes of any individual or group towards limitation or expansion of graduate studies in a particular field will derive more from deeply rooted political, social and educational beliefs, than from the conclusions of a planning exercise. The latter can hopefully help to make decision making more rational, and more successful in achieving its objectives. But at root, it is a matter of beliefs -- in the effects of an expanding system of public education on the quality of life, in the part that graduate studies might play in that expansion, in the relation of such studies to professional competence and personal development. The conclusions of this report rest ultimately upon the consultants' belief that advanced studies under the auspices of a university faculty of education can be justified in such terms. We can best summarize our position by setting out six objectives which, in our view, graduate studies in Education should seek to attain.

- to advance, by means of both empirical research and reflection, knowledge about the process of education.

- to bring the fruits of research and experience in the humanities and physical and social sciences to bear on educational problems.

- to improve and extend the educational acuity, professional understanding and competency of individual practitioners in the field of education.

- to provide initial preparation and training and appropriate further professional study opportunities for an increasing variety of specialist educational roles.

- to stimulate a critical dialogue with the profession on matters affecting the structure and organization of the school system, the values and beliefs embodied in teaching procedures and practices and the continuous evolution of curriculum, pedogogy and evaluation.

- to elaborate and sustain, among colleagues, professionals and the public, an awareness of the university's responsibilities towards and involvement in the work of educational institutions at all levels.

CHAPTER THREE

GENERAL ANALYSIS

Present Provision (Step One)

There are at present some 2,954 students enrolled in full- and part-time courses for graduate degrees in Education in the province of Ontario. Full programmes exist in only three universities -- Toronto (OISE), Ottawa and Queen's. There are in addition students enrolled for graduate courses at the University of Western Ontario, and some full- and part-time students engaged in studies for the M.Sc. in extension education at Guelph University. The distribution between full- and part-time students in doctoral and masters programmes is shown in Table 1.

TABLE 1

Enrolments for Graduate Courses and Programmes in Education 1972/73

	Ph.D.		Ed.D.		M.A.		M. Ed.		Extension Education	
	F.T.	P.T.	F.T.	P.T.	F.T.	P.T.	F.T.	P.T.	F.T.	P.T.
Toronto, OISE	242	113	2	2	111	69	97	1255		
Ottawa	53	144			115	471				
Queen's							5	109 (55)*		
Guelph									23	26
Western								62**		
Total	295	257	2	2	226	540	102	1481	23	26

Total all courses and programmes - 2954

*There are 55 "inactive" students at Queen's. These students attend the summer school programme full-time. An M.ED. under this programme takes 4 summer terms.

**A M.ED. degree is not offered at the University of Western Ontario but 62 students are registered in master's courses on a part-time basis.

Ontario and the other Canadian provinces

Table 2 shows the enrolment for graduate degrees in education in each of the provincial groups categorized in the Canadian Association of Graduate Schools Statistical Survey for 1971, and compares this enrolment with the number of degrees awarded to yield an index of productivity. The final column shows the corresponding productivity indices for all division B subjects (social sciences) in the groups concerned.

TABLE 2

Graduate Degrees in Education: Enrolment and Awards, by Provincial Area 1971

Area	Enrolment				Awards		Productivity			
	Masters		Doctors		Masters	Doctors	Education		All Cat B	
	F.T.	P.T.	F.T.	P.T.			M	D	M	D
Maritimes	92	393			60		15.3		21.7	8.8
Quebec	351	635	86	53	67	2	6.7	1.4	22.7	5.3
Ontario	368	1536	261	163	663	26	34.8	6.1	34.1	6.9
Western Provinces	590	681	210	66	380	41	29.8	14.8	2[illegible].9	13.0

A slightly different picture emerges if a common population base is assumed. Table 3 shows the number of graduate students enrolled and the number of graduate degrees awarded in Education per 100,000 of the population.

TABLE 3

Enrolment and Degrees Awarded in Education,
Canadian Provincial Groups, per 100,000 of Population

Area	Masters enrolments		Masters & doctorates awarded
	F.T.	P.T.	
Maritimes	4	19	2
Quebec	5	10	1
Ontario	4	8	8
Western Provinces	10	11	7

Ontario leads the field in the number of degrees awarded, but has smaller proportionate enrolments than the Western provinces, especially at the Ph.D. level.

Adequacy of existing provision

Our evidence on this point is derived from the following sources.

- the numbers of qualified students that universities currently offering graduate courses are forced to reject.

- surveys of teachers conducted by Brock University, Lakehead University and the OTF.

- the short fall in Ontario educated applicants for posts in universities, colleges and schools who have high level graduate qualifications.

- the substantial numbers of Ontario teachers who travel during both winter and summer sessions to pursue graduate studies in neighbouring American universities.

- the interest that other American universities have shown in establishing off-campus courses in Ontario centres.

From these indications, some of which are documented more fully in the following sections, we conclude that there is a prima facie case for expanding provision, especially at the Master's level.

The Pool of Eligible Candidates (Step Two)

It has been decided that from 1973 the minimum qualifications for entry to teaching in Ontario shall be a degree from an accredited university, either in Education, or another approved degree followed by a year of teacher training. In 1970, nearly 80 per cent of secondary school teachers in the Province held at least a Bachelor's degree, against only 20 per cent of elementary teachers (Watson C., et al, The Secondary Teacher, Toronto, OISE 1972, Table 11,p.42 and The Elementary Teacher, Table 15,p.37). In that year there were nearly 34,000 secondary and over 41,000 public elementary teachers employed in Ontario, plus a further 16,000 in the Roman Catholic separate schools. About one eighth of the graduate secondary teachers and some one per cent of all the public elementary teachers already possessed a Masters or Doctors degree.

The present pool of potential candidates for graduate work comprises that proportion of approximately 27,000 secondary and 12,000 elementary and RC separate school teachers (i.e., holders of bachelor's or master's degrees) who wish to pursue such studies and whose qualifications are acceptable to the graduate schools. An actual enrolment of under 3,000 in graduate studies in Education in Ontario, plus an unspecified number in universities elsewhere (estimates we have been given vary from 150 to 600 - we shall assume 300), yields a very approximate enrolment percentage of 8.5. (3,300 as a percentage of 39,000.)

The rate of growth of this pool is dependent upon (a) changes in the size of the teaching force, (b) the rate at which graduate teachers will replace non graduates in Ontario, (c) the rate at which serving non-graduate teachers will upgrade their qualifications, (d) changes in the proportions of graduates obtaining grades adequate to ensure their candidature for graduate study. We

have assumed that (d) will remain fairly constant.

On (a), teacher demand forecasts are crucially dependent upon assumptions concerning birth rates and pupil/teacher ratios. On the most economical PTR, the elementary teaching force will decline from just over 58,000 in 1971 to a low point of 52,000 in 1977, and rise again to 56,000 by 1982. In the secondary schools, again on the most economical PTR, numbers will continue to rise from the 34,459 of 1971 to 38,288 in 1977, falling to 32,629 in 1982. These fluctuations are relatively small, and are not the main factor affecting the size of the pool.

The really important factor is (b), the rate of recruitment of new graduates, and on this, available figures permit only very crude calculations to be made. We can add together beginning elementary teachers, transfers from secondary schools and a rather arbitrary 20 per cent of those returning to the profession (based on existing graduate proportions) to give a total graduate elementary teacher acquisition for each year from 1973/4 to 1981/2. The rate of increase in the percentage of graduates cannot be calculated accurately on this basis, as annual withdrawals will be from a total teacher stock that includes the new graduate acquisitions of previous years. Even so, it seems likely that due to changes in admission requirements alone, the number of graduate elementary teachers could double by 1977 and quadruple by 1981. In the secondary schools, 80 per cent of teachers are already graduates or graduate equivalents, and this percentage can be expected to increase by the end of the decade.

Against these figures must be placed the number of Ontario teachers who obtain graduate degrees and remain in schools, and the numbers of new teachers with Masters or Doctors degrees who are recruited from outside the system.

The rate at which serving non-graduate teachers will upgrade their qualifications is unknown. A survey carried out by D.A.A. Stager (Full-time Teachers as Part-time Students, Ontario Teachers Federation 1972) shows that substantial numbers of teachers are enrolled in credit earning courses, but we do not know how many are likely to obtain their degrees during the period with which we are concerned. Stager estimated that the mean time required to complete degrees by means of such part-time study was 7.5 to 8 years. To these graduates must be added the not inconsiderable number who obtain degrees from neighbouring American universities or by periods of entirely full-time study.

It will be clear that our data does not permit any very accurate estimate to be made of the numbers of teachers who will be eligible for graduate studies during the next ten years. Leaving out of account in-service upgrading and the growing stock of teachers with graduate degrees, and basing estimates of the size of the pool solely upon the effects of changed admission requirements to teaching, suggests that there may by 1981/82 be some 48,000 elementary and more than 30,000 secondary teachers who have at least the Bachelors degree. To maintain existing levels of graduate study enrolment on this basis would require that some 6,600 places be provided by the end of the planning period with which we are concerned.

Demand and Need (Steps Three and Four)

In making judgements about the number of places that might be provided over the next ten years either a manpower or demand approach could be

adopted. A manpower approach might show that qualified principals, counsellors and specialists in early childhood education are required in numbers that cannot be prepared within the framework of existing graduate programmes, and given the Ministry's views on where responsibility for this type of preparation should lie, these programmes should be expanded to meet the need.

A demand approach, whilst taking these manpower considerations into account, would also involve an estimate of the extent to which teachers are at present failing to secure the graduate study opportunities that they want, and would make recommendations accordingly.

The approach that we adopt has important implications for future growth. If we assume that in the future the same or an increasing proportion of qualified applicants will want places as at present, the fact that a fully graduate profession will create a much larger "pool" inevitably suggests a substantial rate of growth. But if graduate studies are mainly to prepare qualified personnel for high level positions, then growth will be smaller, for the numbers of principals, counsellors and other specialized personnel required is unlikely to increase as rapidly as the proportion of graduate teachers with a B average and graduate study aspirations.

The consultants have chosen to employ a demand basis for their calculations of possible future provision, moderated by judgements concerning (a) the possibility of universities having the staff and facilities to enable programmes to be mounted at an appropriate level and (b) the volume of such work that the province is likely to be willing to afford.

The reasons for adopting a demand basis are first, that the consultants lack the information necessary to relate the composition of the teaching force, in terms of levels of qualification, to the requirements of particular kinds of role performance within the system. In other words, they are not in a position to tackle the problem of <u>disaggregation</u> that would be necessary to permit credible forecasts. In nearly every country there is an absence of information concerning, for example, how individuals with counselling qualifications are actually used in the system, and what kind of skills directly contribute to the performance of particular roles. This links with a second problem, that of substitutability. It is possible to argue that few of the highly developed skills of the education profession are of a kind that are solely and exclusively relevant to the performance of narrowly defined tasks. The skills and knowledge obtained by a person who has had high level training in educational administration do not remain unemployed and unexploited until he is promoted to a principalship. The administrative functions of the school, in common with other specialist functions, are not embodied in a single role, but form part of the responsibility of a large number of staff. Manpower forecasts tend to assume a clarity and fixity of role definition and near zero levels of skill substitutability that cannot be justified in the present context.

Third, it has not been found possible to predict likely future changes in the technology of teaching and the organization of schools with the accuracy that would be necessary to justify a manpower approach. It is safer to think in terms of the progressive upgrading of a substantial number of teachers, by means of both role specific and more general programmes, rather than the preparation of personnel for roles and tasks that have not yet been invented. Such tasks are much more likely to be performed satisfactorily by a teaching force that contains a sufficient number of intellectually flexible, socially alert and professionally

specific training for soon-to-be-redundant duties. The latter may be cheaper in the short run, but it could prove a lot more expensive later on.

The context of educational change

In the past, graduate qualifications have often been seen as a preparation for work outside the classroom, as teachers' college or university lecturer, full-time counsellor, school or system administrator, specialist subject adviser. Whilst the number and variety of such specialist posts may well increase in the years to come, they are unlikely to expand in the same ratio as graduate study opportunities and they will decreasingly be seen as separated from the work of the classroom teacher. There are likely to be more mixed roles, as teacher/social worker, teacher/counsellor, teacher/adjunct professor; greater stress on democratization and participation may cause administrative functions and responsibilities to be distributed among larger numbers of staff, rather than vested in a single role; there may be greater stress on school-based further professional training, in which members of subject departments and whole faculties participate as groups rather than as isolated individuals; active participation in curriculum development will be seen as a responsibility of every teacher, rather than of a few specialists.

All this argues for a consideration of the suitability of present graduate courses for the education and training of men and women whose future work will still be largely with schools and with children, and not always in other specialized roles in institutions. At present Ontario universities offer the M.A. (Ed.) and the M.Ed. (Guelph has an M.Sc. programme in Extension Education). At least two universities have plans to develop M.A.T. programmes. The M.A.(Ed.) is generally seen as a qualification by means of which students can proceed to doctoral work, and includes a larger proportion of theoretical study than the M.Ed. It is sometimes only open to honours graduates and must be pursued by means of full-time study. The M.Ed. tends to be regarded as a professional degree. It does not normally lead on to doctoral level study, and is made up of courses with a somewhat more practical orientation than the M.A. Large numbers of students work for the M.Ed. on a part-time basis. The M.A.T. is biased towards study in the area of the candidate's teaching specialization, and often involves faculty other than from departments of education.

There seems to be room for the development of all three types of programme in the province, but there is also a need for flexibility in admission requirements, course patterns and eligibility for further advanced study. It would be undesirable if the M.Ed. came to be seen as inferior to other types of masters awards, or if it appeared that the subjects studied for an M.Ed. degree had no place in higher qualifications.

Any expansion of graduate work should be characterized by a real and sustained effort to bring together, first, the interests of the schools and the educational system in obtaining information and ideas, second, students' interests in finding topics for research and investigation that are personally and educationally relevant, third, the universities' interest in maintaining the highest standards of scholarship, and fourth, the team and multi-disciplinary approach required in approaching some of the more important topics for research.

It seems doubtful if these interests will be reconciled simply by releasing the brakes and letting the system roll. The experience of the United States and other countries with a substantial volume of graduate study and research activity

in Education suggests that major disjunctions between these interests are likely to continue unless a greater effort is made to bring the different parties together, to convince university deans that high level studies in the teaching of reading and aspects of physical education or child study are academically respectable as well as practicably desirable, to involve Ministry and Board officials and teachers in the identification of issues for investigation and in discussions concerning how the information and ideas thus generated might be fed back to committee and classroom, to preparing proposals for grants in aid and foundation financing that give groups of students opportunities to undertake research that will contribute towards their own doctoral objectives.

We take it as axiomatic that the active discussion of these issues should accompany any process of growth in the scale and scope of graduate studies in Education.

Graduate studies and in-service courses

Any estimates of growth in graduate study opportunities must take account of the provincial policy on in-service studies for teachers. We have been assured that it is the Ministry of Education's intention to hand over responsibility for in-service courses to the universities. Among the difficulties of such a transfer are the high costs of university provided courses and the conflict between what some people claim to be an excessively theoretical approach on the part of the university faculty and others as the low level, "nuts and bolts" approach of some of the present Ministry courses. We do not know if an impartial investigation, such as we have been unable to make, would show these problems to be as large as some of our witnesses felt them to be. It could, however, be argued that such problems as there are might be overcome by reconceptualizing for planning purposes all the kinds of work undertaken by teachers after certification as further professional study, rather than undergraduate and graduate work on the one hand, and "in-service courses" on the other.

In principle, there seems no reason why any of the kinds of work encompassed by the title further professional studies should not carry some credit towards appropriate university courses at undergraduate or graduate level. Such apparently bread and butter topics as the teaching of reading, the administration of school records, the organization of the open areas elementary school, the content of the secondary school physical education programme, are all capable of being dealt with at many different levels in ways that are consistent with the aims and purposes of both undergraduate and graduate study. Differences in subject matter and in level of treatment are not in themselves sharp enough to justify any very clear distinction being made between university and non-university studies. Such distinctions customarily have more to do with who is responsible for organizing and teaching the course, and even the instructors of non-university courses are sometimes themselves university teachers. There should be means whereby staff of the Ministry of Education and Ministry of Colleges and Universities, of the school boards, teachers organizations and universities concerned with further professional studies can meet together on a regular basis to discuss needs, identify and help to reconcile differences in emphasis, and make proposals to the respective providing bodies on new courses and forms of organization. We are aware that there have been good contacts between for example, the Ministry of Education and individual universities over specific proposals and developments, but this does not seem to us to be enough. More broadly based coordinating

groups are needed. They should be concerned not only with the assessment of existing programmes, but with the need for new ones, with regional and provincial availability, with communication and with a general watching brief. A broader conception of further professional studies for serving teachers, characterized by a real effort to clarify the relationship between, and responsibility for, graduate, undergraduate, "make-up" and non-award bearing courses, is a necessary stage in the up-grading of the provincial teaching force. Machinery to establish this concept will also permit some rationalization of courses and programmes, permitting an institution to offer study opportunities for which demand and/or need exists and which do not form part of a neighbouring institution's programme. Cooperation between universities is essential. This is particularly important, for example, in the metropolitan Toronto area, where OISE, York and the University of Toronto Faculty of Education are all involved in further professional study for teachers, and in areas away from a university, where off-campus offerings may be necessary during winter sessions. The guidelines on off-campus courses recently agreed by OISE represent a useful clarification of practice in this area of activity. It has also to be recognized that university involvement in any provincial coordination of further professional studies involves more than the faculties of education. As has been noted earlier, many teachers are studying in arts, science and social science faculties.

Admission Standards and Student Support

Another factor influencing the scale of provision is the level of admission requirements to graduate programmes in Education. We have met some differences of opinion on this issue in the course of our discussions in the province, and these have been referred to in an earlier section.

Our position on the principles involved can be stated quite simply. One of the most distinctive educational ideas of our times has to do with the appropriateness of broader access to education at all levels, and with the need for a new and more open look at transfer credits and admission requirements. This is not to imply right of access without indicators of probable success; it does imply less parochial attitudes with respect to credits both in arts and science and in education, an opportunity for the applicant to prove his capacity in terms of present performances, rather than those of ten years or so earlier, and attention to the length and quality of his professional contributions and experience.

Some of the suspicions that have been entertained concerning the quality of applicants for graduate work in education in the past will have been coloured by the generally low standard of initial requirements for teaching, especially for teaching in elementary schools. A professional image based upon requirements of one year past Grade 13, however irrelevant to the actual qualifications of graduate study aspirants, does little to inspire confidence concerning educational studies within the university community as a whole.

Within a few years this image will have changed, and the Education faculties will have new opportunities to establish the academic and professional credibility of their field. At the same time, there will still be a need to retain flexible admission requirements. Baccalaureate degree results are by no means a faultless indicator of graduate study potential, especially in education where candidates are normally mature men and women with substantial professional experience.

Such candidates will need appropriate financial support. The level of financing that may be appropriate to recent graduates embarking on Masters and Doctoral work in a non-professional faculty is often quite inadequate for candidates in education. In the United Kingdom a recent government White Paper (Education: A framework for Expansion, December 1972) has stated that by the end of the decade not less than three per cent of the teaching force will at any one time be on full-time secondment on full pay for study in a university, college or professional centre. We recommend that attention be given to the possibility of ensuring greater regularity of practice and a higher level of provision in respect of teacher secondments by school authorities in Ontario.

In the light of all the foregoing, we favour a pattern of admission requirements that include

(a) a general arts or science degree with at least second class standing, normally plus one year of professional studies

(b) a four year B.Ed. with second class standing

(c) a four year B.A./B.Ed., or B.Sc./B.Ed. with second class standing

(d) any of the above without second class standing, but with successful completion, at a similar level, of an appropriate number of relevant courses, which might be other than undergraduate arts and science courses

(e) plus appropriate standing in such specific undergraduate courses as may be deemed requisite for entry to a particular programme or field of specialization.

It must be emphasized that these recommendations are without prejudice to the candidacy of some exceptional students with or without prior experience of educational studies whose background qualifies them for admission on other grounds. This is particularly important in respect of certain graduate programmes in e.g., adult education, higher education, etc..

The Universities' Projections (Step Five)

Another step in arriving at a realistic estimate of future provision is to examine the numbers for which universities wish to provide. Table 4 shows tentative projections offered by some of the universities in the Spring of 1972. These are based on 1971 enrolments, and might have been different if the 1972 position had been used as a base. A number of universities that have indicated their clear intention of undertaking graduate work in education have not yet specified their likely levels of enrolment, and no figures are available for other institutions (e.g., Carleton, McMaster) that may later wish to become involved.

TABLE 4

Tentative Projected Enrolments for Graduate Courses and Programmes in Education, 1976/77 (as submitted by universities early in 1972)

University	Doctorates		M.A.		M.Ed.		M.A.T.		Other	
	F.T.	P.T.	F.T.	P.T.	F.T.	P.T.	F.T.	P.T.	F.T.	P.T.
Toronto, OISE	240	110	150		168	1607				
Ottawa	50	60	200*	900*						
Queen's					42	300				
Western					35	175	60			
Lakehead					10	35				
York			39			40		72		
Totals	290	170	389	900	255	2157	60	72		

*includes all Masters programmes

Some of these figures have since been revised, and this has been taken into account in arriving at the recommendations in the final section of this report. Furthermore, variations in the statistical base of university forecasts - some figures were given in terms of FTE, others reflected actual enrolments - and in some cases, lack of information about the type of programme (M.A./M.Ed. etc.) proposed, suggests that these figures may not be reliable. They do, however, provide some indication of the universities' expectations at an early stage in the planning exercise that has led to this report.

The Stock of Teachers with Graduate Qualifications (Step Six)

Given the age distribution of graduate students and the fact that job opportunities outside the classroom and outside Ontario for those with Masters' and Doctors degrees may not grow as rapidly in the future as they did during the sixties, it seems possible that increased provision during the next few years could lead to a fairly rapid increase in the proportion of teachers qualified at this level. Our terms of reference reflect the anxieties that exist in many countries concerning the possible "over-production" of advanced graduates But given the largely professional character of the field of studies with which we are concerned, such considerations appear rather less relevant to our task than they may be to that of other consultant groups.

The "market" for graduate students in Education is very much in the hands of those who determine the qualifications necessary for employment at different levels of the educational system. Shortages and surpluses are, to some extent at least, artifacts of the certification process. If the reasoning of the preceding sections is sound, and improvement in the level of qualification of the teaching profession does produce educational and societal payoffs, then the

volume of advanced work that should be undertaken has more to do with the existence of appropriate facilities and with what a particular system can afford than with the limitations of a particular market. It is for these reasons that we have concentrated in this report on demand, educational need, and the quality of courses and programmes, rather than upon the effects of the universities and our own proposals on the numbers of teachers qualified at various levels.

We now turn our attention to the assessment of individual universities' proposals.

CHAPTER FOUR

GUIDELINES AND CRITERIA FOR INSTITUTIONAL ASSESSMENT

In the preceding chapter we outlined six steps in our reasoning about the future of graduate studies in Education in the Province of Ontario. In this chapter we take our argument a stage further in outlining the guidelines and criteria that we have employed in making the institutional assessments that are set out in detail in Chapter Five.

The first section of the chapter states five general principles concerning institutional involvement in graduate work that derive from positions formulated earlier in this report. In the second section we list the headings under which we have set out in the following chapter to appraise the part that each institution might play in graduate work in Education.

A word of caution is needed here. Our assessment of individual institutions is designed to facilitate discussion within the discipline group and beyond. We make no claim that it has ultimate validity; indeed, it is highly dependent on our personal impressions, assumptions, and beliefs. We have, however, tried to make the fullest possible use of the data supplied by each university, including the curricula vitae. And we have tried to be systematic in the process of reasoning from these data -- as, for example, in the use of indices for the application of specific criteria to each of the institutions.

General Principles and Guidelines

I. Preamble: The evidence reviewed in the preceding chapter suggests that the Ontario university system will face a considerably increased demand for graduate studies in Education -- initially and primarily at the Master's level, but later at the doctoral level as well. Furthermore, we have argued that the position of graduate studies in education can be defended quite apart from the existence of a burgeoning demand.

The evidence also suggests that studies in professional education, at both the graduate and undergraduate levels, are in need of reassessment, experimentation, and innovation.

The foregoing argues for a somewhat dispersed, diversified and competitive system of graduate studies in Education.

Principle #1. There should be no general prohibition against any university becoming involved in graduate studies in Education -- at the Master's level, in specific and approved areas. Indeed, most universities should be expected to move in this direction, in accordance with certain guidelines, at some appropriate time.

II. Preamble: It is generally assumed that graduate study in any discipline should develop upon a solid base of undergraduate programmes. In education, this assumption is normally interpreted to mean that graduate education should develop upon a base of undergraduate teacher education programmes. In the Ontario context this tends to mean that graduate studies in Education should be contemplated only in those universities which have absorbed, or will absorb, Teachers' Colleges.

This assumption is not an unreasonable one. But we have been impressed by the observations of certain Ontario universities: first, that the history of some institutions engaging in both teacher education and graduate studies in Education has shown a measure of misunderstanding and conflict between the two sectors -- with the result that quality has been difficult to achieve at both levels; and second, that some of the most distinguished graduate programmes in

Education in other coutries (the U.S.A., for example) have developed upon strengths in, and collaborative arrangements with, the basic and related disciplines -- not upon teacher education programmes.

Principle #2. Either one of two conditions should be regarded as the basic qualification for a university's entry into graduate studies in Education:

Either

a. The university should have an established teacher education programme with a "critical mass" of highly competent staff members in the appropriate specializations in Education:

Or

b. The university should have a minimal cadre of staff members in Education and a specific plan for supplementing this cadre with contributions from appropriate related fields.

III. Preamble: Education as a field of study encompasses a host of specializations and sub-specializations. This has led, in some cases, to the growth of very large faculties and colleges of Education, sometimes gravely isolated from the rest of the university.

In other institutions, however, attempts were made to take account of Education's breadth as a field of study through another technique; the development of the so-called "generalist professor". (Some of this is now in evidence in Ontario universities.) The dangers of this sort of thing are obvious: superficiality in scholarship; a decline in the research that ought to attend teaching; and a general demeaning of graduate study in Education.

Principle #3. Quality graduate studies in Education can best develop in close collaboration with the various non-Education faculties and departments of the university, with graduate programmes planned to include contributions from the various related disciplines.

[On the current Ontario scene, because of its size and special mandate, OISE has established itself as a special case.]

IV. Preamble: Just a few decades ago, secondary education was provided only for the intellectually and economically privileged. After the Second War, however, secondary education was opened to all and post-secondary education became the exclusive domain of the privileged. But still later, just over a decade ago, post-secondary education was similarly expanded and diversified to include opportunities for all high school graduates. Then graduate study became the only remaining bastion of academic standards and exclusiveness.

Today, there are many (including members of the teaching profession in Ontario) who contend that the time has come for universities to reexamine their requirements for admission to graduate study. They base this contention upon two arguments, each of which has some empirical support: first, that undergraduate experience has not proven to be a good predictor of success in graduate study; and second, that experience and maturity (which teachers allegedly achieve

in their profession) is a better predictor of success than is undergraduate achievement.

These considerations pose a dilemma: on the one hand, one cannot but appreciate the university's desire to maintain standards -- though one might well wonder whether limiting admission as it now does is the best way to achieve this admirable goal; on the other hand, one cannot but sympathize with the mature individual who would like to have one more opportunity to be involved in the educative process -- but is denied by reason of an undergraduate record.

Principle #4. Universities should reexamine the methods they now employ to maintain quality; they should reexamine their admission policies; and they should experiment with probationary admissions, transition programmes, and the like to give more people a chance at graduate study. Standards of performance, however, should be fully as demanding as they are elsewhere in the university.

V. Preamble: Finally, as a matter of principle, a clear distinction must be made between graduate study at the Master's level and graduate study at the Doctoral level. Indeed, all of the principles and guidelines enunciated above must be viewed in the context of this distinction.

Master's level study is about to become a rather common aspiration among professional educators. This development is one which should be encouraged and facilitated.

Doctoral level study, however, is likely to remain, throughout the foreseeable future, the aspiration of a considerably smaller group of individuals in the Education profession.

Principle #5. Although there appears to be much to commend rather rapid expansion and development of master's programmes, such is not the case with respect to doctoral programmes. On the contrary, a good case can be made for no new doctoral programmes until: (1) the institution proposing the programme has had substantial experience -- say five years -- in Master's level work; (2) the demand for doctoral work has increased to the point where new opportunities are needed; and (3) standards of staff qualifications, facilities, and so on have been clearly established.

Specific Criteria

Against the back-drop of the general principles enunciated above, each specific institution's plans for the development of graduate studies must be reviewed in terms of a number of specific criteria;

I. *Geography and Catchment Area*. Does the University have the population base to support graduate programmes? Does it serve a "region" -- defined in terms of its geographic location and/or the population which it might serve by reason of its uniqueness or strength of its programme?

It must be recognized that some universities, such as Lakehead, might base their claims upon the discreteness and perhaps isolation of their natural, geographic catchment areas -- while others, such as OISE might base their claim upon a programme which draws upon the whole of the Province, and elsewhere.

It must also be recognized that certain non-educational and non-economic

any given region, there may be a kind of ethos, a set of regional uniquenesses and aspirations which argue strongly for the establishment of regional institutions and programmes. These cannot be ignored.

II. *Demand and Need.* Is there evidence that individuals will, in fact, avail themselves of opportunities for graduate study if and when such opportunities exist? Is it the opinion of policy-makers in Education that personnel need such opportunities?

III. *Institutional Commitment.* Has the University displayed initiative in and genuin support for the development of graduate studies in Education? Are there indications that the whole University will give thrust to the endeavor?

IV. *Faculty Strength.* Does the Faculty of Education have a critical mass of qualified staff? Is there evidence that other disciplines have actually been recruited to the service of graduate studies in Education?

V. *Facilities.* Is the library adequate? Are other facilities of space and equipment available for the programmes proposed?

VI. *R & D Environment.* Is there potential for an environment in which graduate student and faculty research can flourish?

Application of Guidelines and Criteria

Our mandate is to recommend, with respect to each institution, as follows:

1. Whether or not it should offer graduate programmes;

2. if so, at what level;

3. in what fields;

4. when it might begin;

5. under what conditions, and

6. for what numbers of students.

As we have noted, our terms of reference call for a precise specification of the numbers of students to be enrolled in the various specialisms in each institution. This part of our mandate appears to have grown out of a manpower approach to planning graduate studies, which we have argued is inappropriate in the field of Education.

In application of our principles and criteria, we begin with two assumptions:

1. that most, if not all, institutions should, under certain conditions, plan to offer the Master's programme; and

2. that few, if any institutions, other than those now offering Doctoral programmes should consider doing so before about 1977.

Clearly, each university's case is a special one. Some base their claims largely upon established strength; others largely upon geography, other largely

Hence, it is very difficult to engage in general comparisons among or between various institutions' proposals. Though all criteria are to be regarded as important, some clearly have greater significance in one situation than in another. Similarly, though one institution may appear to have a stronger case than another, in terms of present-day conditions, the latter may appear to have potential which cannot be ignored.

Faced with these and other difficulties of comparison, we decided to proceed through two phases of analysis: first, a general assessment and comparison of the strengths and weaknesses of all institutions' proposals; and second, an assessment of each specific proposal in light of its special character, emphases, and so on. These assessments follow.

CHAPTER FIVE

INSTITUTIONAL ASSESSMENTS, PROPOSALS AND RECOMMENDATIONS

In this Chapter we provide, with respect to each institution

A. A description of the existing situation and a statement of the institutions's aspirations. These draw upon documents prepared for ACAP, visits to the various campuses and discussion with education officials throughout the Province.

B. An evaluation in terms of Geography, Demand, Institutional Commitment, Faculty Strength, Facilities and R and D environment.

C. An outline and appraisal of the institution's plans for its own future.

D. Recommendations

The Chapter is divided into three sections

1. Universities with existing graduate programmes or courses in Education

   Ontario Institute for Education Studies, University of Toronto
   University of Ottawa
   Queen's University, Kingston
   University of Western Ontario, London
   University of Guelph

2. Universities that have submitted proposals for graduate work in Education

   Brock University, St. Catharines
   Lakehead University, Thunder Bay
   University of Windsor
   York University, Downsview

3. Other universities

   Carleton University, Ottawa
   McMaster University, Hamilton
   Faculty of Education (formerly Ontario College of Education)
   University of Toronto

Section One

Universities with Existing Graduate Programmes or Courses

University of Toronto, Ontario Institute for Studies in Education

A. Description Of the approximately 3,000 students following graduate programmes in education in the Province of Ontario, OISE enrols some 1,891, or 63 per cent of the total, distributed among eleven areas of specialization. More than half the 452 full-time students are pursuing studies at the doctoral level, the remainder being distributed about equally between M.A. and M.Ed. Applied Psychology (26 per cent) Curriculum (13 per cent) and History and Philosophy of Education (12 per cent) account for about half the total full-time enrolment. Nearly all the 1,200 plus part-time students at the Masters level are enrolled for the M.Ed., 24 per cent in Curriculum, 15 per cent in Applied Psychology, 13 per cent in Special Education, 11 per cent each in Education Administration and History and Philosophy, and the remainder, in much smaller numbers, in the other areas of specialization.

Approximately one half of the full-time students in 1971 were teachers, principals and others employed in education immediately prior to registration. The remainder comprise 35% from non-educational positions, such as research worker, social worker, and in business and industry, and 17% who were previously pursuing under-graduate studies. 90% of the part-time students are engaged in educational occupations, and over two-thirds are teachers and principals (OISE Graduate Studies Report: Issues, Enrolments, Projections. Tables Va, Vb, VI and XIVa, XIVb and XV.)

These students are supervised by 119 full-time and 46 part-time faculty members (1971 figures), the great majority of whom possess a Ph.D. degree in their respective areas of specialization. Table 5 (calculated from data made available on form 1a and in Issues, Enrolments, Projections) shows numbers of staff and students, percentage of staff holding the Doctorate, and the total staff time spent in each division.

Calculations from figures on which Table 5 is based indicate that 95 per cent of the full-time and 60 per cent of the part-time staff in contact with OISE graduate students hold the Ph.D degree. The majority of part-time staff and practitioners with specialized responsibilities in a school system or other educational agency.

Candidates for admission to the M.Ed. must hold a 3 or 4 year Pass or Honours Bachelor's degree with at least B standing, have had a year of professional education or its equivalent and at least one year of successful professional experience in education (sometimes waived) and perform well in the Miller Analogies Test. For the M.A., a four year degree is normally required. Most Ph.D. aspirants take the M.A. first, then join the second year of the 3 year Doctoral programme, but some enter direct. Holders of the Toronto M.Ed. may be admitted to the Ph.D., subject to the successful completion of certain additional studies. The Ed.D. requires a M.A. or M.Ed. with high standing, "demonstrably successful professional experience in education", high scores on the Miller Analogies Test and Graduate Record Examinations Aptitude Test Test, evidence of ability to undertake independent research, and appropriate references (OISE Bulletin). In answer to questions posed in 1971 by the Ontario Teachers' Federation, OISE indicated that, allowing for differences between proposed fields of study, about one in two of qualified applications for full-time courses and four out of five of those for part-time programmes have been successful in obtaining places in recent years (Addendum to Memorandum from O.T.F. to Chairman of Education Discipline Group). These figures

TABLE 5

Ontario Institute for Studies in Education:
Enrolments and Staff Data 1971/72

Division	Students Full-time Doc. 1	Students Full-time M. 2	Students Part-time M. 3	No. of Staff F.T. 4	No. of Staff P.T. 5	No. with Ph.D. F.T. 6	No. with Ph.D. P.T. 7	Number of Staff on FTE basis 8
Adult Education	12	17	92	15	3	13	3	10.71
*Applied Psychology (inc. Counselling)	66	46	179	23	19	23	12	20.80
Computer Applications	9	7	40	9	1	9	1	5.15
Curriculum	22	34	279	23	8	22	5	17.25
Educ. Administration	14	30	129	21	1	21	0	16.75
Educational Planning	14	6	32	13	1	12	1	12.80
Higher Education	3	2	2	2	2	2	1	2.16
*History & Philosophy	28	23	123	11	1	10	0	11.0
Measurement and Evaluation	10	15	19	14	0	14	0	10.95
Sociology and Education	17	18	45	7	1	6	0	5.03
Special Education	9	21	153	6	9	6	5	6.22
Other	4	2	11	-	-	-	-	

*Because the ACAP and the OISE classification of divisions do not exactly coincide, and student numbers are given in accordance with the OISE list, the latter has been used for this table.

Sources: Columns 1 - 2 from Table II of Issues, Enrolment, Projections p.6.
Column 3 from Table XI of Issues, Enrolment, Projections p.18.
Columns 4 - 8 calculated from forms 1a and b (Section B2a(i)) in OISE Submission op. cit.

do not take into account those potential students who may have been counselled out prior to the formal consideration of applications.

Course requirements for the M.Ed. comprise at least eight half-courses, each of one to one and a half class-hours weekly throughout the regular session. The M.A. requires six half-courses, a thesis and one academic year of full-time study. For the Ph.D., two years of residence are demanded, with a major subject equivalent to four half-courses, a minor of two half-courses (often undertaken in a graduate department other than education), a major thesis which must "constitute a significant contribution to the knowledge of the field of study", and an oral examination (University of Toronto General Requirements for Degrees p.25). The Ed.D. programme has recently been reactivated.

In the period 1967/8 to 1971/2 the University conferred just under 2,000 Graduate Degrees in Education, the annual total doubling from the beginning to the end of the five-year period. The most recent year's total was twenty-seven Ph.D.s, six Ed.D.s, fifty M.A.s and 403 M.Ed.s. (OISE Submission form 6.) Of the eighty-two Doctoral Graduates in the period 1968/71, forty-one obtained employment in Ontario, sixteen in other parts of Canada, and twenty-five elsewhere -- forty-four as University Professors, sixteen in Education Administration and twenty-three in other positions. (OISE Issues, Enrolments, Projections op. cit. Table XXX p.42.)

The space resources available to OISE at the present time are claimed as "fully adequate"; some expansion is possible within the existing building, which could be extended to twice its present size on adjoining land which has already been secured against this eventuality. In addition to the usual faculty offices, lecture, seminar and committee rooms, each full-time student can be provided with a working station of 75 sq. ft. (OISE Submission Section B2b(ii).) Other facilities include an audio-visual service unit, a library audio-visual unit, a modern languages centre tape collection, and an 18-man editorial division responsible, inter alia, for the publication of four educational journals. Reader-printer terminals connect with IBM 360/65, 370/155, and Univac 1108, and the Department of Computer Applications has its own time-shared facility. There is full back-up capability. There is an education clinic and a modern languages centre incorporating a 40-position language laboratory and C.C.T.V. equipment (Submission B2b(vi)).

OISE is affiliated with the University of Toronto for graduate studies in education, and under the agreement of affiliation supplies the overwhelming bulk of the University's Graduate Department of Educational Theory. A potential difficulty arises within the University of Toronto - OISE relationship, in that over the years there has been relatively little contact between OISE and the Faculty of Education, University of Toronto. However, in December 1972 an Education Task Force was established at the call of the President of the University of Toronto, to explore and recommend ways in which closer cooperation and collaboration may be effected to make maximum use of the various resources bearing upon Education associated with the University, and in particular cooperation and collaboration between OISE and the Faculty of Education. The Task Force has the full support of the Director of OISE, the Dean of the Faculty of Education, and the Dean of the School of Graduate Studies.

Given the scale of its existing operation, the future plans of the University of Toronto and of OISE are of particular importance in assessing the development

of graduate studies in education in the Province. Three sets of projections were available to the consultants. The first two had been prepared for submission to the Committee on University Affairs in October, 1971. Projections of full-time M.A. and Ph.D. numbers were based on the assumption that education's share of a rising total graduate enrolment in the Province would either remain constant at the 1971 level ("Estimate A") or increase by 0.08 per cent annually ("Estimate B"). M.Ed. projections were based on a slightly increased proportion of a growing teacher stock. On this basis, it was judged reasonable to aim for a total enrolment of between 2,751 ("Estimate A") and 2,994 ("Estimate B") in 1976, against the 1972 figure of 1,775. But since these figures were produced, the assumptions of rising over-all graduate enrolment on which they were based have been challenged, leading to the presentation by the Chairman of the Department of Educational Theory of more modest estimates to the School of Graduate Studies in February, 1972. These are set out in full in Table 6.

TABLE 6

Tentative Enrolment Projection, February 1972
Graduate Department of Educational Theory
1971-72 to 1976-77

	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77
Doctoral Full-time	191	204	218	229	235	240
Doctoral Part-time	88	94	101	106	108	110
Masters and Other Full-time	254	272	291	306	312	318
Masters and Other Part-time	1076	1194	1325	1431	1545	1607
T O T A L	1609	1764	1935	2072	2200	2275

The OISE Submission suggests that among the factors that need to be considered in evaluating the feasibility of these or any other set of estimates are changes in financial resources available to support graduate students, the initiation of new graduate programmes in education in other Universities in the Province, changes in the size and composition of the school and teacher population, and an increase in the proportion of teachers wishing to undertake graduate work as the profession becomes more competitive and programmes become available. The Institute is clear that "enrolment futures in education are bright . . . Our graduates readily find employment, even in a tightening market . . . Education, with relatively new opportunities for graduate study in Ontario, is not one of those fields where fears of over-production have arisen". (OISE Submission section B2d p.2.)

B. Evaluation:

1. Geography: Toronto is at the centre of the largest metropolitan area in Ontario. Furthermore, it is now one of Canada's two major regions of population, cultural and industrial development. Hence, in terms of geography alone, OISE is likely to be viewed by prospective students as one of the most attractive centres in Canada for graduate study.

2. Demand: Currently, OISE enrols some 1,891 graduate students in Education -- 63% of the total for the whole of the province. Just over one-third of these are full-time, resident students. It is anticipated that by 1977, full-time enrolments will have increased to approximately 560 and part-time will have increased to over 1,700 for a total of about 2,275. Hence, it may be safely assumed that, even with increased competition from other Universities, OISE is not likely to experience a significant decrease in demand.

3. Institutional Commitment: OISE is not quite comparable with other Ontario Universities, for the reason that it is not as directly reliant upon the University of Toronto as the typical Faculty of Education is upon its home university. OISE was chartered in 1965 as an independent college under an independent Board of Governors, and deals directly with the Ministry of Colleges and Universities in the financing of graduate programmes. The commitment of the Ontario Government, however, at least to the graduate studies proportion of the OISE's operation, appears to have been substantial throughout the life of the institution.

4. Faculty Strength: The distribution of faculty is such as to indicate strength in all fields of specialization. Indeed, in terms of Faculty strength, OISE compares favourably with the best institutions of its type in the world.

Though it would appear that the Institute has not developed strong collaborative relationships with the various faculties and departments of the University of Toronto, it has, nevertheless, developed substantial interdisciplinary strengths within itself. All of the major disciplines related to education are well represented on the faculty. Furthermore, these appear to be deployed in such ways as to facilitate inter-departmental and, hence, interdisciplinary cooperation within the institution.

5. Facilities: The Institute has one of the finest, most up-to-date facilities anywhere in North America. Space is adequate for now and expandable for the future; the library is well-stocked and well-manned; and the A.V., computer, and other technological resources are superior.

6. R. & D. Environment: OISE was created, not only to give impetus to graduate studies in Education in Ontario, but also to pioneer the development of a major R. & D. thrust in education for the province. In keeping with this aspect of its mandate, the Institute assembled a large, competent, research and development-oriented staff; it endeavoured to establish linkages with various parts of the education system to facilitate R. & D. work; and it attempted, through its budgetary procedures, reward system, and other means, to promote R. & D. projects in its staff.

As is inevitable in an enterprise of this nature, there were errors in judgement and unanticipated problems were encountered; the mobilization of

staff for large scale R. & D. endeavours proved to be difficult; the establishment of proper relationships with client systems proved to take more time and attention than had been anticipated. Because it has been more involved in more directions than many other institutions, OISE may have made more mistakes than many others. But because it has made mistakes, it may also have learned more.

There can be no doubt that the Institute has established itself as a pace setter in Educational Research and Development in Canada, and has acquired a world wide reputation. Its potential for the future is very great indeed. On all the criteria of faculty experience that we have employed -- qualifications, range of university experience in Canada and abroad, numbers of higher degrees supervised and graduate courses taught, book and journal publications -- the staff of the Institute display exceptional strength, unmatched elsewhere in the Province. The involvement of a high proportion of this staff in Research and Development activities is, in our view, an essential concomitant of the existence of a wide range of Master's and Doctoral programmes.

C. Proposals for the Future: OISE anticipates a steady but modest increase in its enrolments in all fields of specialization to 1976/77, when it is predicted that they will total some 2,275.

The Institute does not appear to anticipate drastic shifts and emphases or programme offerings in the years ahead. Rather, it has declared its intention simply to reassess and strengthen existing programmes; to promote interdepartmental collaboration in graduate work; and to stand prepared to cooperate in any reasonable way with other institutions as they plan and develop their own graduate programmes.

D. Recommendations:

1. OISE has firmly established itself as the leader in graduate studies in education in Ontario. In our judgement it must, for the foreseeable future, be regarded as the pace-setter in the field. Given the evidence of increasing demand for graduate study opportunities, especially in the Toronto area, the Institute's aspirations for future growth seem modest.

2. We recommend that the Institute should maintain the pattern of growth in Master's programmes that it has set for itself, that it should contemplate additional growth in Ph.D. and Ed.D. programmes, that it should introduce an element of post-doctoral work in selected areas, and that it should make adjustments in the proportions of M.A. and M.Ed. candidates in order to fit in with these changed emphases.

3. We recommend that, during this period of growth, OISE monitor very carefully its changing role in the expanding set of institutions offering graduate studies in education. There will be times when leadership will be required; there will be times when cooperation will be required; and there will be times when OISE's role will be modified -- in response to developments in other institutions.

Recently OISE has moved in various ways (off-campus course offerings, regional R. & D. centres, etc.) to spread its influence throughout the province.

In most cases, these moves have been welcomed both by the profession and by sister institutions. But not always.

We could find no evidence to indicate that OISE wishes to establish anything like a monopoly either in graduate studies or in R. & D. activities.

University of Ottawa Faculty of Education

A. Description: Ottawa had a graduate education enrolment in 1972/73 of 783, of whom 197 were following full- or part-time courses for the Ph.D. (The corresponding figures for 1967/68 were 168 and 15.) These students were distributed between five areas of specialization - Psychopedagogy, Educational Foundations, School Counselling, Educational Administration, Measurement and Experimentation - and supervised by 31 full-time and 20 part-time faculty members.

Admission requirements to the Master's programme include the possession of a Bachelor's degree with at least B standing. For the Doctorate, the M.A. (Ed.), or the M.Ed. plus an interim research report of up-grading paper are required. In answer to questions from the OTF the University has indicated that it is currently able to meet only 30 per cent of the demand for extra-mural (part-time) programmes, but that places can be found for all those qualified candidates who are able to study on a full-time basis (Addendum to Memorandum from OTF to Chairman of the Education Discipline Group, p.10).

Course requirements for the M.Ed. comprise 8 full-courses each consisting of 60 hours. The M.A. requires, in addition, a thesis. The Ph.D. requires 4 consective semesters of residence, 6 full-courses, an oral comprehensive examination, and a thesis representing a significant contribution to education.

In the five-year period between 1967/8 and 1971/2 some 830 Higher Degrees in Education were conferred, all but 40 of these being at the Master's level. No statistical information is available concerning the locations and types of posts to which Ottawa students move after graduation, and the figures given by the University for the most recent employment of their students do not distinguish between part-time and full-time. It appears that three-quarters of the graduate student body was last employed in Ontario, a further 11% came from Quebec, 3% from other parts of Canada and the remaining 11% from other countries. (Calculated from Submission form C(iii)).

Space resources are currently scattered, and during summer session are inadequate. A new Faculty of Education building was due to be taken into use in 1974, but we were disappointed to learn that this has been indefinitely postponed.

In the University brief to the Committee on University Affairs of November 1970, it was proposed that total enrolments in Education should rise from 740 in 1972/73 to 960 by 1976/77, divided as follows between full-time and part-time. It needs to be noted that no increase is proposed in the number of Doctoral students over this period.

TABLE 7 Projected Enrolments in Masters & Doctoral Programmes: University of Ottawa			
		1972/73	1976/77
Masters	Full-time	170	200
	Part-time	680	900
Doctors	Full-time	50	50
	Part-time	60	60

It is estimated that this would require the addition of 17 full-time staff members, the present situation being described as follows:

"Until the student/professor ratio becomes more realistic, planning for the future is not very encouraging. Many of our staff feel that they are building castles in the air. Taking the Experimentation and Measurement concentration as an illustration we find that four full-time staff carrying full teaching loads supervise 24 Ph.D. candidates and all Masters candidates doing research in the concentration, as well as providing the necessary consulting service for the other concentrations. Similar situations could be described." (University of Ottawa Proposed Future Plans p.3.)

The Faculty of Education is now providing off-campus graduate courses to approximately 170 students. This number is included in the total of part-time enrolments. At present, an unwritten policy requires that students take at lease one-half of their course requirement on-campus.

B. Evaluation:

1. Geography: This is an established institution which, because of its Francophone and humanistic ethos, draws its students not only from the City of Ottawa but provincially and nationally. A survey indicates that some two-thirds of the present student body give bilingualism and the opportunity to have close contact with French culture as their main reason for choosing Ottawa.

2. Demand: One of the special factors that has stimulated demand for graduate study opportunities in Ottawa is the use of French as a medium of instruction up to and including Grade 13. This has added to the pressure for part-time places from high school teachers, which the university cannot at present satisfy.

3. Institutional Support: The university has a unique responsibility in Ontario to develop bilingualism and develop French culture, and attracts special grants for this purpose. It is claimed, however, that these are inadequate, and that the university as a whole suffers from shortages of funds. The Staff/Student ratio in Education is admitted as being the least favourable of any department and the university authorities are conscious of the need

for improvements in this direction. There a number of uncertainties concerning the future of the university, which will soon have reached the limits of its present site, indicating the need to establish either a satellite campus or a second bilingual institution.

4. Faculty Strength: The existing well qualified staff are very much over extended. Efforts have been made to relate the research interests of Ph.D. aspirants to those of the staff, but even so, we do not believe that it is realist to expect adequate supervision of graduate work, especially at doctoral level, on the basis of ratios such as those referred to in Section A above. Members of other faculties and departments play their part, but we doubt if this is sufficien to meet the obligations which the Faculty of Education has assumed.

5. Facilities: Present inadequacies arise mainly from the temporary character of the accommodation occupied by the Faculty. Whilst, e.g., computer facilities are very good, there is a shortage of classroom and office space, especially during the summer session. The library is well stocked and has good holdings of research journals and a complete ERIC collection, but it appears congested and there is inadequate seating for the number of students enrolled. It was hoped that these deficiencies would be overcome when the new faculty of education building came into use in 1974. We do not know if this was planned to house a specific number of students in various categories (undergraduate, post-baccalaureate, graduate) but the position now that the taking into use of new accommodation has been postponed will clearly have to be taken into account in evaluating our recommendations.

6. Research and Development Environment: Research in Franco-Ontarian schools is said to be a main concern of the Faculty, whose professors work closely with local school boards in the development and implementation of programmes in the Ottawa area. Staff overload, however, must inevitably limit the time that can be devoted to this aspect of the work of the Faculty.

C. Proposals for the Future: Although each of the concentrations plans for "innovations and enrichment", some are especially noted. In Educational Administration, "plans are being made to involve the educational community in educational administration leadership projects" with particular reference to "bilingual or French language schools". It is expected, however, that this development will have to be set aside "unless a change of policy comes about in the financing of a Faculty of Education in this province. At present, the Education Administration concentration is refusing many qualified candidates admission due to staff shortage." The Psychopedagogy concentration "is developing programmes of research and study centred on the teacher-person and the student-person concepts", and, in family life education, "is setting up valid programmes therein in view of promoting responsible leadership". Again, however, it is felt that more staff is needed.

The Faculty intends to continue to seek approval of its Master's programme -- to be followed, in a year or two, by a Ph.D. programme -- in comparative and international education. It notes that its Comparative Education Centre is currently planning "various international meetings where experts will be called in to discuss with staff and students not only the solutions to present-day problems but also solutions to situations and problems which are bound to hit us as a result of future societal upheavals".

Graduate enrolments and staff needs are projected as follows:

TABLE 8

Projected Graduate Enrolment (Full-time and Part-time) in Education

		72 -73	73-74	74-75	75-76	76-77
Full-time:	Master's	170	173	180	190	200
	Doctoral	50	50	50	50	50
	Total	220	223	230	240	250
Part-time:	Master's	680	700	830	850	900
	Doctoral	60	60	60	60	60
	Total	740	760	890	910	960

TABLE 9

Projected Needs in Terms of Staff Relative to Graduate Enrolment

1972-1973	1973-1974	1974-1975	1975-1976	1976-1977
27	32	37	42	44

One might easily argue that as an established institution the University of Ottawa should be further enlarged and supported so as to involve both French and English-speaking students at all levels. Indeed it is difficult to resist the vision of a truly bilingual university, dedicated to the cause of bilingualism and biculturalism and serving a kind of lighthouse function in an academic setting.

But for the University of Ottawa Faculty of Education this may be a very difficult aim to achieve. Already its resources are over-extended. Already it has found it necessary to deny admission to qualified applicants for graduate programmes. And already the pressure of demand from the French speaking community is such as to make it increasingly difficult to give really adequate attention to the full application of a bilingual philosophy. These problems may become less severe when Carleton University's plans for development in Education have been clarified.

D. Recommendations: It is recommended that - until Carleton's plans emerge - the University of Ottawa devote itself to the resolution of its current problems. We hope that those related to space may be solved by restoring the new Education building to the programme. Meanwhile it seems clear that at the graduate level at least, there needs to be substantial improvement in the staff/student ratio. At present this must militate strongly, not only against the quality of existing and proposed programmes, but also against staff research, R. and D. involvement and perhaps other aspects of the operation.

Queen's University, Kingston

A. Description: Queen's has been operating graduate programmes in Education only since 1971, and in 1972/3 had a total of 109 part-time and 5 full-time Master's students specializing in Administration and Curriculum, plus 55 "inactive" students who attend the summer school programme full-time.

The work of these students is supervised by some 28 full- and part-time faculty members, whose full-time equivalent for graduate studies totals just over seven. It is anticipated that a further 14 members of staff will need to be engaged in graduate work if the plans for 1973 are to be implemented, yielding an additional 7 FTE. Some 60 per cent of present faculty have the Ph.D. or Ed.D. degree.

The physical plant available to the faculty has been planned as a residential college complex, with single room accommodation for 600 students. Two future additional floors will increase capacity to 900. An integrated resources centre, incorporating the library, with seats for 300, A/V spaces and equipment, experimental classroom facilities, and a PDP-11 computer are all to be found in the Education complex, and there is also access to the university computing facility.

Favourable approval by OCGS of the Master's programme in Administration and Curriculum was given only after agreement that students "must possess an Honours undergraduate degree with 2nd class standing or equivalent". The University understood that similar standards would apply to any further programmes coming forward for appraisal. (Submission p.1.) These programmes came under the Department of University Affairs embargo of March 1971, but after appeal it was agreed that planning and enrolment could go ahead subject to broadening the admission requirements "to enable candidates who (1) possess a three year Bachelor's Degree with B standing or better, (2) have taken the B.Ed. degree or equivalent teacher training, and (3) have completed successfully four years of teaching, to be eligible for admission". (Submission, Document 14, p.2.)

The projected enrolments for each year from 1972/73 to 1976/77, if the new programmes are approved, are shown in Table 10 (NB These figures represent total enrolments on mainly part-time programmes, large numbers of students being carried forward from one year to the next, rather than graduate populations).

TABLE 10

Revised Projected Enrolments, Part-time and Full-time: Queen's University

	72/73	73/74	74/75	75/76	76/77	77/78
Part-time: Summer	150	190	260	320	360	400
Winter	172	150	180	210	240	270
Full-time:	5	12	20	30	35	40
Full-time Equivalents	59	75	96	116	135	152

B. Evaluation:

1. Geography and Catchment Area: Queen's University, at Kingston, is located roughly at the half-way point between Toronto and Ottawa.

The University assumes its "drive-in catchment area" to include all of Region 9 of the Province of Ontario -- extending westward to Oshawa and the County of Durham and eastward to Cornwall and the County of Grenville. The population of professional educators in this area totals about 6,500. Last year, 30% of all Queen's graduate students were from outside Region 9.

In addition, Queen's draws students from the anglophone sector of the eastern portion of the province -- including Ottawa and environs. Whether or not this situation will continue to prevail depends to a considerable extent upon future developments at Carleton (discussed elsewhere in this report).

It is clear that Queen's does serve and will continue to serve a substantial catchment area -- defined in terms of the developing regions surrounding the university, and also in terms of the institution's attraction to prospective students from elsewhere.

2. Demand and Need: Current assessments of demand in the Queen's catchment area (as defined above) indicate that enrolments in M.Ed. programmes could rise from about 60 full-time equivalents in 1972/73 to nearly 150 in 1976/77. Such estimates do not appear to be out of line with estimates of need for the upgrading of professional educators in the region.

3. Institutional Commitment: At a formal level, the Vice-Chancellor's letter to Professor Preston of 4th August, 1972, indicates that the Faculty of Education has the support of the university to embark upon all of its proposed new programmes. There are factors, however, that make for a certain caution in assessing the long term prospects of graduate studies within the academic community at Kingston.

First, the Faculty is geographically separate from the rest of the university, and although this is now unavoidable, it could inhibit development of the kind of interdepartmental cooperation and understanding that can be an important factor in the success of graduate programmes.

The Faculty is well aware of the need to work at this problem, and an increasing number have both formal and informal contacts with other departments, e.g., English, Psychology and Political Studies.

Second, the initial Queen's proposal for graduate studies in Education was approved by the Ministry only after certain relaxations in admission requirements had been agreed. If the conviction still exists in the Province that the original requirements were justified, this might prevent the Faculty from making the kind of contribution to the professional development of teachers that we have argued is needed at the present time.

Third, it is apparent that the planning and preparation for expanded graduate programmes is taking place largely within the Faculty of Education, with insufficient involvement as yet on the part of other Departments.

4. Faculty Strength: Graduate work is supervised by 28 full- and part-time faculty members -- for a total FTE of just over 7. It is projected that this strength will be doubled to a total FTE of 14 by 1976. Sixty per cent of present faculty hold the Doctoral degree.

So far, little supplementary strength is being drawn from other faculties and departments.

5. Facilities: The Faculty enjoys first class technical and audio-visual facilities, including extensive reprographic equipment. The Library is well founded, has a complete ERIC collection, and seems perfectly capable of supporting the scale of graduate studies proposed. There is a school librarian's workshop, and some 500 journals are taken which are relevant to graduate studies in Education.

6. R. & D. Environment: Whilst some individual members of the Faculty have obtained in the past or are presently in receipt of grants from the government, the Canada Council and other bodies, there is at present no major institutional R. & D. thrust. We believe that the Faculty could profitably give more attention to developments in this area, as contributory to the long term success of any programme of graduate studies.

C. Proposals for the Future: At present Queen's offers the M.Ed. programme in the areas of Curriculum and Administration. Four additional specializations are proposed for the future: (1) School Counselling in 1973; (2) Educational Technology in 1973; (3) Elementary Education in 1974; and (4) Community Education in 1975.

The programmes in Counselling and Technology have now been fully planned and are ready for approval. Programme planning in Elementary Education and Community Education has just begun. It is anticipated that these will be in shape for submission in about a year.

Three additional developments are contemplated:

i. the development of a P.E. specialization to be subsumed under the framework of the M.Ed. programmes in Curriculum and/or Administration;

ii. the initiation of a Master of Arts in Teaching degree, on an exploratory basis, in one particularly promising discipline, as yet not specified; and

iii. the development of Ph.D. programmes, perhaps by 1977, in the fields of Curriculum and Administration.

D. Recommendations: In terms of its location, its potential catchment area, and estimates of need and demand, Queen's case for the gradual expansion of its graduate programmes in Education (as outlined above) seems to be a sound one.

Furthermore, it has the facilities and the formal approval of the University administration to embark on the proposed programme of expansion.

But, in view of the danger of over-extending staff, and in view of the need for an appropriate R. & D. environment, we would recommend:

1. That Queen's be encouraged to modify the pace of its original proposed programme of expansion by setting back the initiation date of each new programme by at least one year.

2. That careful consideration be given to priorities in determining the order in which programmes in curriculum, administration, technology and counselling are introduced.

3. That further efforts be made to add interdisciplinary faculty strengths in the field of administration, curriculum and technology, and ultimately in elementary education and community education.

4. That the development of a M.A.T. programme as such not be contemplated for the near future, but rather that efforts be made to achieve the objectives of the proposed programmes through adaptations of the existing M.Ed. programme in Curriculum, in much the same way as is contemplated for the sub-specialization in Physical Education.

5. That Queen's tentative aspiration to begin offering doctoral programme at some time in the foreseeable future be kept alive for reassessment.

In summary, we commend a steady and consistent growth over the next five years, in line with the university's aspirations indicated in Table 10.

University of Western Ontario, London

A. Description: The University does not yet have approval for the mounting of Master's and Doctor's programmes in Education, but already provides some ten graduate courses, enrolling 71 part-time students. Six full-time Faculty members are currently engaged in this work, assisted by two visiting Professors. The courses available are chosen from among those projected for the M.Ed. and M.A.T. programmes, the first of these degrees being intended "for those persons partly or wholly engaged in supervisory administrative relationships (such as school principal or counsellors)" and the second "primarily for the classroom teacher who wishes to improve his qualifications or his effectiveness in the light of changing educational patterns". The M.Ed. will be available part-time and full-time, and need have no thesis requirement. The M.A.T. will be full-time only, and half the work will be done in cooperation with another Faculty. A research paper will be required in addition to course work.

The anticipated graduate Faculty list contains 26 names, including all those currently engaged in this work. Table 11 shows the areas of specialization of these Faculty, the numbers with Ph.D. and the full-time equivalent for each area of specialization.

TABLE 11

Graduate Course Staff: Qualifications & FTE
University of Western Ontario

	No. of Staff	No. of Staff with Ph.D.	Full-time Equivalent
Professional Practice & Administration	4	0	0.6
Psychology	5	4	0.75
Philosophy	1	1	0.15
History	7	3	1.05
Guidance	3	1	0.60
Other	6	2	1.35

(Source: University of Western Ontario Submission)

It is proposed that by the winter session of 1975/76 a total of 24 full- or half-courses at M.Ed. level should be offered, together with a smaller number of M.A.T. courses. In order to make this development possible it will be necessary to recruit a further 8 full-time (or equivalent) staff for the M.Ed. and 5 for the M.A.T. All this would permit a total recruitment of 185 by 1975/76, 150 M.Ed. (30 full-time) and 30 M.A.T., rising to 235 by 1977/78. (Submission B2d p.5.) The University states that these figures are based on the opportunity to test demand that the present introduction of graduate courses has provided, plus "careful estimates from such data as is available for the rest of the province".

Analysis of the data included in Form 1C and 2 shows that of the 28 individuals whose curriculum vitae are provided, 6 have undertaken graduate teaching in the last five years, ranging from a half-course to 8 courses.

B. Evaluation:

1. Geography: Lying as it does midway between Windsor and the Toronto-Hamilton area, the case for London as a centre for graduate studies is a strong one. Western wishes to cooperate with other universities (including some in the U.S.A.) and with OISE in the regional coordination and rationalization of graduate programmes. (The University of Virginia is currently making a strong independent bid for London students.)

2. Demand: In 1971-72 the University enrolled 71 part-time students in a total of ten courses related to its proposed M.Ed. programmes. This, presumably, is a substantial indication of demand. Further indications will come from clarification of the 1972-73 enrolment, and, provided formal programmes are approved, from enrolments through to 1977-78. An increase in the demand will likely occur as a result of the probable involvement of the London Teachers' College in a four-year concurrent programme.

3. Institutional initiative and support: This is very strong from the College of Education, and a letter from the President (June 23, 1972) states that "the proposals prepared by the Faculty of Education have the approval and full support of the University". Not all spokesmen, however, bore this out. Western is said to be a "conservative" university. A particular problem may relate to a prospect of unduly selective admission requirements.

4. Faculty Strength: The 1972/73 Calendar for Althouse College shows fourteen faculty members with a doctoral degree. Of those proposed as anticipated graduate faculty, eleven have doctoral degrees. Of these ten have had teaching experience in at least one other university besides Western Ontario.

Many members of staff from other departments (Arts and Science), who are involved in graduate taching have doctoral degrees and strong interests and backgrounds in public education, as indicated by their curricula vitae.

5. Facilities: Space facilities generally are substantial, although not fully adequate to meet emerging needs in graduate studies if all the Althouse proposals are approved. Additional space has been "obtained or identified", with the further prospect of renting or purchasing portable units until permanent structures are available. The possible integration of London Teachers' College would require a reassessment of land and building use.

Library space and holdings, also, are generally adequate, and there appears to be room for expansion. It is possible that the budget for new acquisitions and bibliographic support may need supplementation to meet the needs of a full programme of graduate studies.

6. R. & D. Environment: There are no firm proposals, although it is anticipated that there will be substantial involvements, perhaps in association with other institutions and with OISE. The university has $20-30,000 available from its own budget in support of educational research.

C. Proposals for the Future: As of July, 1972, an M.A.T. programme had been approved by the Council of the Faculty of Graduate Studies and had been submitted to the Ontario Council on Graduate Studies for approval. The M.Ed. guidance programme was still under consideration by the internal Appraisals Committee, and the M.Ed. Administration proposal had been withdrawn for reconsideration.

The latter programme is now to be resubmitted as M.Ed. -- Educational Studies, with three major areas of concentration: educational administration, guidance and couselling, and applied psychology. Sample programmes are listed as follows: the secondary school principal, the secondary school English teacher, the elementary school teacher, the special education teacher, the school superintendent, the elementary school principal, the member of a faculty of education, teacher in a college of applied arts and technology.

Admission to the foregoing programme is proposed as follows: an undergraduate record with a B or better average in either a general or honours degree, a teacher education programme either in a teachers' college or a college or faculty of education, at least two years of teaching experience, and (in the case of candidates with general degrees) an acceptable score on a battery of admission tests.

D. Recommendations:

1. We recommend that the university's plans for graduate studies be approved on the scale proposed, subject to a continued strengthening of the academic qualifications and experience of College of Education staff; the availability of well qualified staff from other Departments; the provision of additional space, and a willingness on the part of the university to make realistic admission requirements, including the consideration of probationary status.

2. We recommend that the university reconsider the balance of M.Ed. and M.A.T. provision within its proposed overall total, with a view ot modifying the full-time study requirement for M.A.T. and increasing the number of students in this category.

University of Guelph

A. Description: The University of Guelph developed out of three distinguished institutions: a Veterinary College, an Agricultural College, and the Macdonald Institute. Not surprisingly, it has maintained strong agricultural, community development, and extensions orientations.

These orientations have had a strong influence upon Guelph's activities and future plans in graduate education. Indeed, all of Guelph's programmes in this field are Extension Education Programmes; they cater to students, not only in schools, but also in various institutions of community development, adult education, and so on.

Graduate studies in Education form part of the acitivites of the School of Agricultural Economics and Extension Education, formed from two former departments bearing similar titles. The Department of Extension Education was established in 1959 "to provide an academic programme of training for agents of change in the field of agricultural extension and to undertake related research" (Guelph University OAC Study Committee Programmes and Organization of Ontario Agricultural College for the 70's, January 1971, p.64). The department was in 1971 providing programmes "designed to meet the growing needs of individuals concerned with many aspects of extension, adult education, and rural, regional and international development" (Ibid p.65). In the statement of proposals for creating a school within the University, it was stated that one of its functions would be to "be responsible for teaching, research and extension programmes relating to the planning, communication, implementation, administration and evaluation of extension, adult education and community development programmes".

That school, like all other sections of the University, is very much influenced by the following statement of University policy:

> . . . in its graduate studies and research programmes the University will have as its central concern studies dealing with the quality of life in a non-metropolitan setting and with the interaction between metropolitan and non-metropolitan environments . . .

In the session 1971/72 there were 20 full-time and 19 part-time students undertaking graduate studies of a nature that fall within the purview of the education discipline assessment, compared with 9 and 2, respectively, five years earlier. Eight Faculty members are currently engaged in this work, a full-time equivalent of 4.95. Six of the eight have the Ph.D. degree. There are no doctoral students.

The minimum requirement for admission to the Master's programme is a Bachelor's degree in an Honours programme or equivalent, with a B standing having been achieved in the work of the last four semesters of the last two undergraduate years, plus at least a year's experience in extension education, and an undergraduate programme which reveals superior performance in social science subjects.

B. Evaluation:

1. Geography and Catchment Area: Guelph is located in the centre of a rich agricultural area, just off a major freeway -- roughly midway between Toronto and London.

In terms of its accessibility by part-time, drive-in students, its immediate catchment area extended from Toronto and Lake Ontario on the east to Lake Erie on the south and to London on the west.

In light of the unique character of the University, however, one must also take account of an "extended catchment area", which in Guelph's case includes the whole of Canada, and beyond.

2. Demand and Need: There is little statistical evidence to support the claim that we may anticipate rapidly increasing demand and need for opportunities for graduate studies in Extension Education. It is true, however, that, in Canada, such opportunities are now minimal. Only at OISE and the University of British Columbia are doctoral programmes offered.

Projected enrolments are for 18 full-time and 36 part-time by 1975. However, by August 15, 1972, actual enrolments had reached 23 full-time (more than anticipated) and 26 part-time.

3. Institutional Commitment: Guelph's Extension Education Section is very much a part of the university, and its modest aspirations for growth mirror those of the university itself.

4. Faculty Strength: Since the reorganization of 1971, this faculty has been strengthened through its amalgamation with Agricultural Economics.

5. Facilities: Facilities of space, library holdings and so on are considered to be adequate for present programmes. Continual efforts are being made to increase library holdings to a level adequate for doctoral work.

6. R. & D. Environment: The R. & D. activities of Guelph's Extension Education Department have, in the past, focused largely upon the practioner in various relevant environments -- how he behaves, how he functions, how he uses krowledge.

The intention of the department is to move more deeply into studies of the change process and the ways in which it may be facilitated through the actions of "change agents".

C. Proposals for the Future: The Department does not propose to change direction or emphases, in any significant way, in the near future. Instead, it intends simply to maintain its dinstinct status and role. (For example, the Department has decided not to get into the business of providing programmes for Principal certification; it chooses to leave this function to other institutions.)

The Department does, however, hope to extend its programmes in two ways:

i. by providing a portion of the proposed graduate programme in Rural Development; and

ii. by introducing a Ph.D. programme in Extension Education within the next three years.

It is anticipated that the former aspiration may be achieved largely by opening existing courses in Extension Education to students in Rural Development -- and, if necessary, by adapting these courses and related research activities to the needs of the new clients.

The case for the proposed Ph.D. programme is based largely upon an expectation of increased demand and the unique character of what Guelph can offer in this field.

D. Recommendations: We believe that Guelph's Department of Extension Education plays an almost unique role in graduate education in Canada. Its domain has been clearly defined and limited; it encounters little competition from other institutions; and its aspirations for the future appear to grow out of realistic assessments of supply and demand.

1. We recommend that the pattern of continuity and modest growth which has characterized the institution for the past five years continue to characterize it for the next five.

2. We further recommend that the Department's R. & D. involvement, which it is anticipated may emerge as a result of Extension Education's engagement in Rural Development, should be encouraged and facilitated.

3. Finally, we recommend that Guelph's tentative plan to develop a Ph.D. programme in Extension Education be considered seriously if and when:

i. if it is possible to maintain ratios in the Department in line with those in other Departments of the University;

ii. the need and demand for such a programme is demonstrated;

iii. faculty in the Department is appropriately strengthened; and

iv. the contributions to the programme by other Departments have been negotiated.

Section Two

Universities that have Submitted Proposals for Graduate Work in Education

Brock University, St. Catharines

A. Description: The College of Education at Brock was formed in 1971 with the integration of St. Catharines Teachers' College into the University.

Plans for graduate work at Brock are only at an embryonic stage of development. The Faculty's submission suggests that such work should be introduced "as close to 1974/75 as practicable", but it is difficult to comment on this proposal in the absence of evidence concerning the availability of suitable staff and the scale of the operation.

Of the fourteen members of College of Education staff at September 1972, one besides the Dean, has the Ph.D. Two are completing dissertations for doctorates, and two are enrolled in graduate programmes leading to doctoral degrees and have been given leave of absence for this purpose.

The Brock submission suggests that the highly qualified Faculty needed to sustain graduate studies would be drawn from other departments of the University, and would constitute the "core of Faculty around which, with appropriate input from full-time College of Education Faculty, advanced studies in Education can be planned. introduced and taught". (Submission, p.8.) A list of eleven such faculty was supplied to the consultants, all with the Ph.D., yielding a full-time equivalent of 2.25.

B. Evaluation:

1. Geography: The Niagara peninsula is said to be culturally and ecologically diverse, with particular educational needs and challenges. A Faculty of Education at Brock would be strategically placed to meet these. McMaster lies within thirty miles of St. Catharines, but it has not submitted a formal brief for graduate studies in Education.

2. Demand: In 1971 there were 487 elementary and 67 secondary schools operating in the Niagara region, with 6,097 elementary and 3,647 secondary teachers. Estimates vary widely of the number of teachers, in addition to those enrolled in Master's programmes at other Canadian institutions, who travel to Niagara and other U.S. universities. One of our sources suggested a total of 50. Brock has suggested that the figure may be as high as 500.

Teacher spokesmen pressed strongly for programmes at Brock. It seems that there would be little difficulty in recruiting 100 Master's candidates, although it would no doubt be important to avoid creating an imbalance within the university at the graduate level.

3. Institutional Initiative and Support: The President and Academic Vice-President are strongly supportive, sensitive to teacher-education needs and to the ways in which the university must cooperate if it is to make a genuine contribution to the upgrading of teachers and administrators. Specifically with reference to admission standards, it was said that "Brock is relatively easy to get in, tough to get out".

4. Faculty Strength: While the academic background and experience of the present staff is limited, it has been argued that staff upgrading and selection

among inherited teachers' college staff will take place at a rapid rate and that the faculty will soon be strengthened by new appointments from outside.

Interdisciplinary support appears to be substantial. Many members of the Arts and Science staff have had teaching experience in the public schools, or are keenly interested in their work.

5. Facilities: The College of Education is housed in the St. Catharine's Teachers' College, a substantial new building on the Brock campus. Library and resource materials (including audio-visual facilities) are modest -- by no means insignificant, but not yet quite adequate to graduate work.

6. R. & D. Environment: The main areas anticipated are curriculum theory, teacher behaviour, institutional climates and community ethnic influences. Of four recent requests for government "grants in aid", one was successful and a full-time research associate was appointed to compile a five year development plan for teacher education in the region. The Dean has strong personal commitment to the achievement of a substantial research effort.

C. Proposals for the Future: An interdepartmental approach is proposed, with two main emphases: "a managerial concern for implementation of the curriculum through school and community resources", and "a disciplinary concern about changing and improving the behaviour of teachers in classrooms to meet the demands of rapidly changing social systems". Suggested common core themes are curriculum theory, teaching behaviour, social systems, urban rural field studies, interpersonal strategies and counselling.

D. Recommendations: It is difficult at this time to translate the above proposals in structured programmes. It would appear, however, that a broad range of courses is contemplated, with emphases on administration, sociological and psychological foundations, counselling and curriculum theory, as well as curriculum studies and teaching in particular subject areas. Such a range of offerings would be necessary if Brock is to serve the full regional needs of the Niagara area.

As aspriations, the Brock proposals seem useful and valid. There is as yet an insufficient cadre of senior Education personnel, a vagueness about programme proposals, and a lack of definitiveness about the enthusiasm and readiness of Arts and Science personnel to cooperate in Education programmes. Perhaps the solution of the second problem would follow upon the solution of the first. It ought to be possible to document the third. All this, however, will take time. Whether or not a date "close to 1974/75" is feasible for the initaition of proposed programmes will depend on emerging indications of demand and the speed with which the faculty is able to move. Developments at McMaster will, of course, be a factor on the demand side.

It is recommended that Brock be encouraged to work toward the development of Master's programmes in Education -- and that its progress and status with respect to Education staff, interdisciplinary cooperation, library and associated facilities, and programme design and structure be reassessed at such time as it has met the appropriate criteria.

Lakehead University, Thunder Bay

A. Description: The University does not at present offer any graduate programmes in Education. As recently as 1969/70 its work was limited to the Diploma in Elementary Teacher Education, but during the last two years undergraduate degree programmes have been introduced, steps have been taken to phase out the Diploma work, and studies in secondary teacher education have been expanded. Undergraduate studies in Education may be combined with studies in arts and sciences, and at the end of four years students may qualify for both a B.A./B.Sc. and a B.Ed. degree. One year consecutive programmes for the B.Ed. are also available.

The Faculty of Education has proposed the names of more than 20 staff who are seen as qualified to contribute to graduate studies in education, divided among the following areas of specialization.

TABLE 12

Lakehead University:

Qualifications of Staff Contributing to Proposed Graduate Programme

	Number	With Ph.D.	With Ph.D. under way
Psychology	2	1	1
Special Education	2 (1 P.T.)	1	0
History of Education	1	1	2
Philosophy of Education	2	0	2
Comparative and International Education	1	1	0
Administration	4	2	2
Curriculum Development	10	4	5
Measurement & Evaluation	2	1	1
Educational Technology	1	0	0
Counselling	1 (P.T.)	0	0

Six members of the anticipated Faculty have any experience of teaching graduate courses in the past five years.

The Faculty has put forward plans to introduce work at Master's level, with specialization in educational administration and in curriculum development. The numbers proposed are modest, involving a build-up from 1973/74 to a total of ten full-time and 35 part-time students by 1977/78, involving 14 Faculty members. The case for graduate work at Lakehead is supported by the evidence of a survey conducted by the Faculty in 1971. Some 450 professional educators in North-Western Ontario made returns, which indicated inter alia, support for the introduction of a Master's programme and indications that there would be a sufficient number of qualified and interested candidates. The Faculty argues that programmes should reflect the growing tendency towards a decentralization of educational decision making, particularly in curriculum areas, and this is a major consideration in giving high priority to curriculum studies and educational administration, with subsequent investigation of the feasibility of programmes in guidance and couselling.

Resources of space are stated as being quite adequate for the next five years, and appropriate computer and other specialized equipment is available. Cooperation with other departments of the University at graduate level is envisaged as including cross-appointments and joint teaching, and discussions are taking place with academic departments concerning possible involvement in the proposed M.Ed. programme in curriculum and development. Professional educators in the region are also closely involved in the work of the Faculty, as committee members, part-time instructors, and in cooperative research activities.

B. Evaluation:

1. Geography and Catchment Area: Lakehead University, situated on the north shore of Lake Superior, serves as the centre of higher education for the city of Thunday Bay and the vast, sparsely settled regions of North Western Ontario. This university is so distant from any other that the reality of a natural catchment area cannot be questioned.

What can be questioned, however, and indeed has been, is whether or not it is an economically and educationally viable proposition for a small institution such as Lakehead, given its meagre and scattered population base, to proceed with graduate studies.

This question is not an easy one. But we are of the opinion that at Master's level at least, the answer must be an unequivocal "yes"; the catchment area is quite adequate to support Master's programmes. Furthermore, such programmes would undoubtedly enrich the whole university. At doctoral level, however, we have reservations; the population base may not be adequate to support such advanced work. Nor may the enrichment which one might expect to result from doctoral studies compensate for the strain that the endeavour would inevitably impose upon the institution.

2. Demand and Need: Lakehead has conducted extensive surveys of the perceived need and likely demand for graduate studies in the area. The results of these surveys, supplemented by the arguments which were presented to the consultants both by prospective clients and by prospective employers of graduates, add up to a very convincing case insofar as need and demand are concerned.

In a manner which is viewed as a modest and cautious response to demand, the University proposes to accommodate only 15 part-time students in 1973/74 and

gradually build up to enrolments of 10 full-time and 35 part-time students by 1977/78.

3. Institutional Commitment: All officials of the University from the President to the Deans, to the Committee on Graduate Studies expressed deep commitment to and support for the Faculty of Education's plans in graduate studies. Though the Faculty itself is engaged exclusively in Teacher Education, there appears to be a substantial cross-campus affiliation. Five professors in the Faculty of Education offer courses and supervise graduate studies in the Faculty of Arts. Professors in the Faculty of Education sit on all University committees. The Dean has his office in the main building with other university officials and appears to have developed with them a mutually acceptable philosophy of graduate studies.

4. Faculty Strength: Twenty of the present staff members are deemed to have the qualifications required for graduate instruction.

A rather vigorous programme of staff upgrading and development is in evidence. Several staff members, through sabbatical leaves, attendance at summer school, and so on, have recently been awarded or are about to qualify for the Ph.D.

In addition, support staff have already been recruited, tentatively, from various related disciplines across campus to assist in graduate instruction. (The proposed plan here is largely an extension of the plan which is now operating, apparently successfully, at the undergraduate level.)

5. Facilities: Existing space, supplemented by new seminar rooms recently constructed, seem to be adequate, as do research facilities and equipment.

6. R. & D. Environment: Though the Lakehead staff is not at all experienced in sophisticated R. & D. in Education, the groundwork exists for what could prove to be a major programme. Good relationships with various educational institutions are clearly in evidence. In anticipation of a stepped-up R. & D. venture, the University has negotiated research agreements with the two Thunder Bay School Boards.

C. Proposals for the Future: The Faculty proposes, for now, to offer only an M.Ed. Degree Programme, with two specializations: Administration and Curriculum.

These choices have resulted from a number of considerations: estimates of need and demand, faculty strength, facilities, etc.

Lakehead does not at this time aspire to the establishment of Doctoral programmes.

D. Recommendations: In light of all that has been noted above, Lakehead's case is compelling.

1. Accordingly it is recommended that approval be granted to offer the M.Ed. Programme, according to plan, in the areas of Administration and Curriculum to

accommodate students as follows (including full- and part-time):

TABLE 13

Lakehead University: Recommended Graduate Student Numbers 1973-1978

Year	Specializations and Numbers of Students		
	Curriculum	Administration	Total
1973-74	7	8	15
1974-75	12	13	25
1975-76	16	17	33
1976-77	20	20	40
1977-78	22	23	45

Though a formal proposal to offer the Ph.D. is not likely to emerge for some years to come, it may not be out of place to comment on an idea expressed to us, which, while in quite a preliminary form, may well be worth developing -- a Ph.D. in Instruction in Higher Education -- planned and coordinated by Education as a degree in Instruction, but staffed and supervised by the whole University.

In light of emerging efforts to develop sophisticated instructional and learning systems in post-secondary education (combining technological and human resources) the idea referred to here may well prove to be the presage of one of the major thrusts in graduate education in years to come.

The vision of a Faculty of Education spearheading such a venture -- with the whole University as its staff -- is an exciting one. The pay-off might well be much improved instruction at the college and university level.

2. It is recommended that the idea of such a programme be kept alive and developed more fully for further examination at some future time.

University of Windsor

A. Description: The Faculty of Education was formed in July 1970, following the integration of Windsor Teachers' College, and programmes for the B.Ed. degree were approved in 1972. The Faculty hopes that studies for the M.Ed. and the Ed.D. will be developed in due course, but no plans have yet been made. In the meantime the Faculty is cooperating with OISE in the provision of off-campus Master's level courses in educational administration.

Details of 16 present Faculty members have been provided for purposes of the education discipline assessment. None at present has the Ph.D.

B. Evaluation:

1. Geography: Located on the U.S. border, rather than in the centre of its catchment area, other than Wayne State in the U.S.A., its nearest competitor would be Western, in London, 118 miles to the north-east.

2. Demand: The "Windsor area" is said to include Windsor, Essex, Kent, and Lambton counties, with a total of 6,193 teachers (public and separate). It is not clear, however, that all of these (e.g. Lambton) would be drawn to Windsor rather than to London. Administration courses currently given by OISE in Windsor apparently accommodate only half (45) of those who are admissible, and it is suggested that enrolments would mount dramatically if other OISE departments were able to offer courses in Windsor. At the same time, Wayne State offers courses in Windsor, Sarnia (and London?). Another American university (Virginia) is beginning graduate courses at Windsor in the fall of 1972.

3. Institutional Initiative and Support: Graduate programmes in education have strong administrative support, although in the absence of detailed proposals it is not clear whether this would extend to upgrading programmes (say, for elementary teachers) in a specifically professional context. There was evidence of greater administrative support for M.A.T. than for M.Ed. programmes.

4. Faculty Strength: Of the 16 members none at present has the Ph.D. although at least four are presumably near completion of the degree.

It is said that a developing M.Ed. programme at Windsor "can and should" draw on the total resources of the University. The Department of Psychology now offers a course in educational psychology, the Department of Sociology in the sociology of education, and the Department of Philosophy in the philosophy of education. Other departments or members thereof (e.g., Music) have indicated a wish to be involved.

5. Facilities: The Faculty of Education inherited the Windsor Teachers' College in 1970. This is a substantial building, although located four and one-half miles from the main campus. Its facilities, equipment and library holdings are generally modest. Computer and other facilities on the main campus are thought to be superior. It seems that the Faculty of Education will move to the main campus in or about 1974.

6. R. & D. Environment: This will inevitably remain very modest until the research capabilities of the present Education staff are substantially upgraded.

C. Proposals for the Future: Six programme areas are suggested for "relatively immediate implementation": special education, international education, educational administration, counsellor education, curriculum development, and environmental studies in Education. Six half-courses are proposed for Year 1, and a field study dissertation equivalent to two half-courses for Year 11. No details are yet available.

D. Recommendations: Given the recency of the Dean's appointment (some six months as of February 1973) and the recency of the college's absorption by the University, it is not surprising that programme details are lacking and that the programme ideas themselves are vague. Given also the (as yet) total lack of senior degrees among the Education cadre, and the lack of documented working agreements and relationships between them and their Arts and Science colleagues, it seems clear that this Faculty is yet a long way from offering any graduate degrees in Education.

The long-range climate, however, seems favourable. It is recommended that, as the Faculty of Education works to upgrade the degree status of its members, it works also to discover and document clearly the kinds of relationships and programmes that it could promote with its colleagues in other faculties.

York University, Downsview

A. Description: The Faculty of Education at York University admitted its first students in the summer of 1972, following a programme in Special Education, in which area the Ministry of Education looks to the University for a major initiative. A number of pilot courses in education have now begun and it is anticipated that Lakeshore Teachers' College will be phased out and selected elements absorbed within the Faculty by June 1975. Within the next five years the Faculty intends to propose the introduction of both M.Ed. and M.A.T. degrees. Teaching for these degrees will be closely integrated with the work of other academic departments of the University, the Faculty of Education acting as an administrative and coordinating unit. In this, the University will be following the pattern that it has already decided to establish in respect of undergraduate studies, whereby teaching in the field of education is provided mainly by means of additional seminars and other arrangements in existing subject departments of the University. In sum, it is intended that "graduate studies in Education will . . . draw upon the total resources of the University and will also reflect a close consultative relationship with the educational community".

It is suggested that numbers of Masters students might increase from 43 in 1974-75 to 106 in 1977-78. The largest single number in the latter year (43) would be in the M.A.T. programme, with 32 students pursuing Master of Education programmes, and a similar number undertaking studies for the M.A. degree, via existing programmes which permit the study of Education.

The University has submitted curricula vitae of some 85 staff members who have indicated their interest in participating in teaching programmes in Education. It is believed that there may be other faculty who share this interest. A large proportion of the staff concerned have a Ph.D. and a substantial number have experience in schools and colleges. York has recruited many staff members from outside Canada, and its Canadian faculty also have a good deal of experience of study and teaching in American and European Universities. Cross appointments are a general practice in the university, and it is not intented that these should be confined to Education.

York now has some 18,000 students, mainly from the local area, but with certain programmes, such as those in Business, Fine Arts, Environmental Studies and Law, drawing from a province-wide and sometimes Canada-wide constituency. Its facilities for Physical Education are particularly well developed, with two large gymnasia, an indoor swimming pool, dance studios and four performance laboratories; courses in this field are the responsibility of 28 faculty members under the direction of one full Professor.

B. Evaluation:

1. Geography: York University shares with OISE the large metropolitan Toronto catchment area. To some extent, this sharing is likely to take the form of competition for graduate students -- particularly full-time resident students. However, in light of the area's very large population base and its patterns of metropolitan development, it could be that York will, in future, become the major centre of graduate studies for one part of the region (the north and west) while OISE becomes the major centre for the other part (the south and east) -- particularly for part-time, drive-in Master's students. On the other hand, it could be that each institution will have its own peculiar appeal, which will prevail over geography.

TABLE 14

Projections of Student Enrolment, York University

1974 - 1978

Programme	1974/75	1975/76	1976/77	1977/78
M.A.T.				
Biology	2	3	4	5
Chemistry	2	3	4	5
English	2	3	4	5
Geography	2	3	5	5
History	3	5	7	9
Mathematics	3	5	7	7
Physics	2	3	4	5
French Literature	0	1	2	3
Total M.A.T.	16	26	37	44
M.Ed.				
Psychometrics	8	10	12	12
Administration	8	12	16	20
Total M.Ed.	16	22	28	32
M.A.(Ed) within existing programmes				
History	2	4	5	6
Philosophy	1	2	2	3
Psychology	3	6	9	9
Sociology	2	3	3	5
Environmental Studies	3	5	7	7
Total M.A.(Ed.)	11	20	26	30
TOTAL ALL PROGRAMMES	43	68	91	106

In any case, in spite of the proximity of OISE, York University has the potential to draw students from a large catchment area.

2. Demand and Need: York does not propose to introduce graduate programmes in Education until 1974. It is modestly estimated that an enrolment of 43 in the 1974-75 term will increase to 106 in the 1977-78 term.

Demand statistics, relating specifically to York, are not available. However, on the basis of perceived need alone, York's case for a modest programme seems totally justified. Indeed, if and when the University does proceed with its current proposals, there is not likely to be any short-fall of clients; instead, the demand is likely to be for more spaces, not fewer, than the University now contemplates providing.

3. Institutional Commitment: On the basis of statements in the University's submission, it seems clear that the organizational philosophy behind graduate studies at York is radically different from that at a number of the other universities with which we are concerned.

York University has developed what appears to be a very strong climate of enthusiasm and commitment around its proposed new ventures in the field of Education -- both at the undergraduate and at the graduate level. Top Administrators, Deans, Department Heads and faculty members appear to be quite willing, indeed eager, to throw their support behind the York concept of graduate studies in Education. Members of other Departments in the university already involve themselves in work in the schools.

The progress of the "York concept" of educational studies is bound to attract considerable attention. Its success must depend heavily on the ability to maintain the interest and involvement of staff for whom Education is a secondary commitment, the quality of the contribution that can be made by "adjunct professors" whose main task lies in the schools, the possibility of creating a coherent and meaningful programme of studies from the efforts of individuals whose educational orientations may be very diverse, and the capacity to argue for and obtain, through good times and bad, an appropriate share of resources.

To the extent that success is dependent on enthusiasm, the prognosis is good. It is vital, however, that the problems inherent in the York plan be recognized.

4. Faculty Strength: York has only begun to build faculty strength in the area of Education. A new Dean has been appointed and given the dual task of: (1) phasing out a Teachers' College and developing undergraduate programmes; and (2) developing graduate programmes and recruiting the faculty strength needed to support them.

At this stage, it is difficult to assess progress. Undoubtedly some of the faculty to be inherited from the Teachers' College will contribute to graduate programmes -- primarily, perhaps, as clinical professors. Clearly, strong commitments of support and cooperation have been received from the various Departments of the University. Also, there is a declared intention to add to the cadre of of education specialists.

The plan for staff development seems sound. Exactly what will materialize as a graduate education faculty is as yet unclear.

5. Facilities: The facilities available for the support of the proposed programmes are superior. Current library holdings, which include a full ERIC collection are impressive; budgetary allocations for further expansion are generous.

6. R. & D. Environment: Not surprisingly, nothing like an adequate R. & D. environment for the support of student and staff research has yet been created.

But plans for the future are promising. Like undergraduate programmes, the proposed graduate programmes are to be linked in real and substantial ways, not only with other Departments of the University, but also with "the field".

York is located adjacent to a number of experimental and innovative education systems. Careful planning of its initial thrusts, and judicious negotiation of field contacts should produce the desired environment for R. and D.

C. Proposals for the Future: York proposes to initiate two new graduate degree programmes:

1. the M.A.T. degree -- for the preparation of master teachers and curriculum developers in the various teaching fields; and

2. the M.Ed. degree -- for specialized practitioners in such fields as Special Education and Administration.

When these programmes are launched in 1974 it is anticipated that 16 will be enrolled for the M.A.T., 16 for the M.Ed. and 11 for the M.A. By 1977, it is anticipated that these numbers will have increased to 44, 32 and 30 respectively.

It is York's declared intention to develop its graduate programmes in Special Education. Until recently, specialized training in this field was offered to teachers largely through courses offered by the Ministry. But now the Ministry has expressed a wish to delegate this important role to the Universities -- particularly to York, which appears determined to take this role seriously.

Also of note, is York's desire to design and offer innovative programmes in Administration, in collaboration with the University's distinguished Faculty of Administrative Studies.

D. Recommendations: We are satisfied that York has demonstrated the potential to develop a somewhat unorthodox, but academically and professionally viable, graduate faculty of education. A commitment to innovation is combined with realistically modest aspirations for growth.

1. It is recommended that York's proposals be approved and that it be encouraged to initiate the "new mode" of Master's programmes which it has proposed.

2. Specifically, it is recommended that York be encouraged to develop more fully its initial plans for the M.A.T. programme (in the fields specified); for the M.Ed. in Special Education (in collaboration with the Department of Psychology); and in Administration (in collaboration with the Faculty of Administration).

We must point out, however, that York must not minimize the problems involved in: (1) the building and melding of the diverse and multi-disciplined staff which will be required to make the plan work; and (2) the establishment and maintenance of the required R. & D. environment. Both these tasks will be difficult.

Section Three

Other Universities

Carleton University, Ottawa

The Consultants have not had an official presentation from Carleton, nor indeed any formal discussions with its officers or staff. They have, however, had the advantage of informal meetings with Professor P.D. McCormack, Chairman of a Teacher Education Curriculum Committee which prepared a report for the Senate.

The following agreements (among others) emerge from this report: that a Faculty of Education (if established) should offer both consecutive and concurrent programmes; that existing research facilities at Carleton (especially in psychology and sociology) could make a substantial contribution to research and development; that the Faculty should be able to develop a diversity of specializations throughout both elementary and secondary levels, and that it should be able to rise rapidly to an enrolment of 800 - 1,000 students with a teaching staff of approximately 50. Many, perhaps most, of the latter would come from the Ottawa Teachers' College, and Carleton "would expect to see their numbers augmented by colleagues of the highest scholarly reputation."

The Senate Committee's recommendations were as follows: that Senate approve in principle the establishment of a Faculty of Education at Carleton (subject to the qualifications indicated above), and that the President or his delegate be requested to consult with the Department of Education to arrive at a mutually acceptable agreement for the estabilshment of a Faculty of Education.

The Committee of Consultants does not know what action, if any, has yet been taken on the Carleton Committee report. It does, however, strongly support the idea of a Faculty of Education at Carleton, and the development of graduate studies in Education therefrom. It concurs in the Carleton Committee's observation that "the size of the teaching community in the Ottawa region asserts an indisputably valid regional claim to the establishment of teacher education at Carleton" -- no mater what happens at Queen's, many miles away. And there is indeed much to be said for the development at Carleton of a graduate studies Education programme which would be academically competitive with Ottawa's and which would itself attract a very substantial group of students.

McMaster University, Hamilton

A. Description: McMaster did not provide the Education Discipline Committee or the Consultants with background materials or plans for the development of graduate studies in Education -- because the University felt that "its teacher programme must be established and operating before any consideration could be given to eventual involvement" (from Proposed Plans for Education at McMaster University).

The University does not at present have a Faculty of Education, but has been engaged in discussions concerning the integration of Hamilton Teachers' College and the establishment of such a Faculty. Proposals were placed before the Senate in June 1971, but a decision by the Ministry has been delayed until the details of the Ontario master plan for teacher education are known.

The Senate Committee on Teacher Education recommended the initiation of a four year concurrent programme for the B.Ed. degree, together with a 12/15 month consecutive course for existing graduates. No recommendations were made concerning graduate studies, but in a letter to Dr. Preston of July 17th, 1972, the Dean of the Graduate School has stated the University's interest in offering graduate work in due course.

The Senate Committee's report proposed a separate faculty organization, but with a substantial number of joint appointments with other departments and divisions. The possibility of establishing a School of Education within an existing faculty was considered and rejected.

As noted elsewhere in this report, the consultants do not necessarily agree with the assumption that established Teacher Education Programmes must always be a prerequisite to the invitation of graduate studies in Education.

Furthermore, the consultants were aware of McMaster's interest in moving into Education, at both the undergraduate and the graduate level, at some time in the future.

Hence, though we did not visit the McMaster Campus, we did meet with delegates from that University and discussed with them their general aspirations in the field and, particularly, the report of the McMaster Senate Committee on Teacher Education.

The report which follows is, of necessity, brief and lacking in specific recommendations.

B. Evaluation:

1. Geography and Catchment Area: The population of metropolitan Hamilton is approximately 500,000 -- in the Canadian context, one of the largest of the medium-size metropolitan regions.

Brock, which is one of the so-called "emerging universities", but which has already embarked upon teacher preparation programmes, is in neighbouring St. Catharines. And Guelph, which is already involved in limited graduate programmes in Education, is not far away in the other direction.

Nevertheless, McMaster, an established University, situated as it is at the heart of the general catchment area, must, if it so desires, receive every consideration in the allocation of responsibilities in Education.

2. Demand and Need: No statistics are available which would enable one to comment on demand. A reasonable case for need, however, might be assumed purely on the basis of the population of Hamilton.

3. Institutional Commitment: McMaster's commitment to the idea of both undergraduate and graduate programmes in Education appears to be very strong. The University is eager to pursue its proposal to take over responsibility for the Hamilton Teachers' College and to move into graduate studies at some appropriate time in the future.

4. Faculty Strength: The University proposes, if and when it is approved for Teacher Education, to build an appropriate Faculty of Education (in addition to the 27 members it will inherit from the Teachers' College).

It proposes, if and when it is approved for graduate studies, to add other staff and to establish strong relationships between Education and other Departments.

(Already some Education courses are offered in Departments such as Sociology and Philosophy. The plan would be to build upon such existing arrangements and extend them to other areas such as Business Administration, Behavioural Psychology, etc.)

C. Proposals: McMaster's proposal, though as yet informal, is

i. to take over the Teachers' College, if that is the wish of the Ministry;

ii. to begin to strengthen its staff in Education; and

iii. to begin, at an appropriate time, to plan graduate studies in Education.

D. Recommendations: Whether or not McMaster will or should take over the Hamilton Teachers' College is not yet known -- and is not a subject for comment or recommendation in this report.

Hence, if the University holds to the view that it should not contemplate graduate studies in Education until Teacher Preparation Programmes have been established, then the matter would appear to be closed -- as far as this report is concerned.

We would recommend, however, in accordance with the views expressed on page 24, that McMaster be accorded the right to plan for graduate studies before or without the establishment of undergraduate programmes.

University of Toronto: Faculty of Education (Ontario College of Education)

The Ontario College of Education (now the Faculty of Education, University of Toronto), has not figured in the foregoing statement because it currently offers no programme in graduate studies.

In 1971-72, the staff of the College numbered more than 120; its full-time enrolment, 1,450. The main programme of the Faculty is now devoted to the preparation of secondary and elementary teachers through a one-year professional programme based upon an acceptable undergraduate degree. This programme leads to the B.Ed. degree and (on recommendation of Faculty Council) to teaching certificates granted by the Ministry of Education. In addition, the Faculty offers courses leading to a variety of special certificates, and summer and part-time programmes for in-service education.

The Faculty also offers, in conjunction with the University's Division of Extension, a part-time B.Ed. programme in which nearly 500 serving teachers are currently enrolled.

The Faculty has not offered graduate programmes since the inception of OISE, 1965. It now intends, however, to seek University approval for the degree of Master of Arts in Child Study for the academic year 1973-74.

While a formal proposal for the offering of this degree has not yet been presented to the School of Graduate Studies, a detailed draft has been prepared. The programme would build on the extensive experience of the Faculty with its Institute of Child Studies, which in 1971-72 enrolled 69 students. On this basis it is proposed that some 70 students would enrol for a degree programme in 1973-74, with a maximum full-time enrolment set at 80.

The staff and other resources and facilities listed for the proposed programme appear to be adequate. OISE itself offers no such programme. It would therefore, appear that most circumstances are favourable for the offering of a Master's degree in Child Study (in Arts or in Education) by the Faculty of Education. It is, of course, unfortunate that the Faculty's laboratory school operates only at the secondary level, but presumably the classrooms which have been available to the Institute of Child Study would be available for the degree programme.

The operation of such a programme would obviously fill a professional need, and provide for the Faculty of Education a modest re-entry to graduate studies.

Other prospects for graduate studies mentioned informally by Faculty spokesmen include vocational education, physical and health education, music and art, and modern languages. The Faculty seems ready to cooperate with OISE and other departments in the University in the development of programmes in these fields.

As noted previously, an Education Task Force is currently at work to explore and recommend directions for closer collaboration between the Faculty and OISE. A decision as to whether or not the Faculty should engage in graduate studies will no doubt be dependent upon the outcome of the Task Force's work. Whilst Faculty strength for graduate studies is not at the level of that of OISE, it compares very favourably with that of departments in other universities which have made proposals for the introduction of similar programmes. Sixteen per cent of the Faculty have the doctorate, some 60 per cent a Master's qualification.

Whilst, as we have noted, the future pattern of relationships between the Faculty and OISE are outside our terms of reference, there is much to be said for undergraduate post-baccalaureate and advanced studies in Education being conceived, for certain purposes, as part of a single whole. We would hope that steps might be taken in the future to embody this conception in the arrangements made for initial and further professional study for teachers in the University of Toronto.

CHAPTER SIX

THE FUTURE SCALE OF GRADUATE STUDIES IN EDUCATION IN THE PROVINCE

Our procedure requires that we draw together the argument in Chapters Two and Three, the principles of institutional development set out in Chapter Four and the recommendations of Chapter Five to produce an estimate of the scale and distribution of graduate studies in Education in Ontario in 1976-77 and, more tentatively, in 1981-82.

It will be recalled that we have reasoned that the pool of candidates eligible for and desirous of entering upon graduate work may double by the end of the decade, and that the size of the demand and the size of the market will depend to some considerable extent upon teacher deployment and certification policies with the Province. University projections for 1976-77 were set out in Table 4, and these were examined in the course of the institutional assessments undertaken in Chapter Five.

We believe that a total of just under 4,000 enrolments in Master's programmes in 1976-77 (compared with some 2,500 at present) is consistent with the likely demand from teachers for advanced qualifications, with trends in staff deployment and certification policies within the education profession, with what the universities can accomplish without loss of quality, and with what the Province should be willing to afford if the quality of teaching and learning in its schools, colleges and universities is to be maintained and enhanced. In the light of our evaluations in Chapter Five, we differ slightly from the universities as to how this number might best be distributed.

Only a very samll increase in Doctoral programmes is projected for 1976-77. We have set out our reasons for believing that graduate studies at this level should be concentrated in a small number of institutions. We believe that Ottawa's proposal to hold doctoral enrolments at a modest level is realistic in terms of the pressures upon the Faculty of Education. With the growing involvement of other institutions in Masters' work, an opportunity is created for OISE to concentrate more of its resources upon doctoral programmes, and our figures reflect this possible shift of emphasis. Consideration might also be given to the introduction of appropriate kinds of post-doctoral study. The success of any such shift of emphasis will, of course, depend to some extent upon the availability of an appropriate volume of funds for student support, and this is a matter that will require careful negotiation with the Provincial authorities.

Our suggestion for an increase in the proportion of Doctoral level work at OISE reflects our assessment of the considerable academic and institutional strengths of the Institute, and our judgement that larger numbers of highly educated men and women will be needed to undertake teaching and development work in Education and related fields in other universities, CAATs and elsewhere.

For reasons that we have already set out in this report, we have not been able to be as specific as hoped for in detailing proposals, specialism by specialism and course by course, for the future distribution of graduate work in the Province. We argued in Chapter Three that for planning purposes there is a need to reconceptualize the post-initial education and training of the teacher as <u>further professional studies</u>, and within this framework to examine the kinds of graduate study that seem best fitted to serve the personal and professional interests of teachers and the educational and social needs of Ontario during the next ten years.

In the past, many graduate programmes have served, not as a means to upgrade the competency and understanding of the classroom teacher, but as a form of initial

training for other educational roles. We believe that in the future there should be more programmes that are directed to the improvement of teaching as such. This does not mean that Masters level work should be downgraded to the level of 'tips for teachers'. This and other stereotypes of what is involved in the advanced study of learning and teaching have for too long got in the way of a really radical examination of what universities can and should do to fulfill their responsibilities to those who, from kindergarten to Grade 13, educate each new generation of undergraduates and future citizens. Even in terms of sheer self-interest, the universities are involved in what goes on in classroom and school. The failure of the universities to recognize the ways in which initial and further professional studies for teachers are both alike and different from other kinds of professional preparation has in some countries led to proposals that a substantial part of the responsibility for such work should be handed over to bodies which have only tenuous connections with university level study. Present policies in Ontario are entirely in the opposite direction, with the universities being asked to take on a new range of tasks and an even greater share in the preparation and upgrading of teachers. We welcome this trend, but we believe that if it is to succeed there will be a need for universities, and particularly for faculties of Education, to share the planning of courses and programmes with other bodies on a scale that has not yet been attempted. In particular, it has on a number of occasions been suggested to us that the Minstry of Colleges and Universities does not always show sufficient awareness of the implications for the growth of Educational studies of decisions taken by the Ministry of Education, e.g., the upgrading of teaching requirements and the transfer of responsibility for in-service training to the universities. We are not in a position to evaluate these criticisms, but we do, in Chapter Three, suggest that discussions be initiated concerning the kinds of machinery that might be useful in the closer coordination of all kinds of further professional study for teachers.

Tables 15 and 16 provide tentative enrolment figures for Master's and Doctor's programmes in the various institutions for 1976-77 and 1981-82 respectively. Consistent with our earlier argument and calculations, we have provided for a doubling in the number of enrolments in Master's and Doctoral programmes by 1981-82, and for the involvement at the Master's level of all those universities which have or seem likely to set up Faculties of Education.

In some cases we have increased the number of enrolments proposed by individual institutions, in others we have suggested a rather slower rate of growth. Our proposals for the future numbers at OISE may seem too modest. But we have formed the view that a too rapid increase in student numbers at the Institute might prejudice its important, and indeed unique, research and development functions. The prsent formulae for university financing places an emphasis upon student numbers as the basis for growth. Some institutions would seem to deserve special consideration. An emphasis upon, and appropriate support for, the R. and D. aspects of the work of the Institute is vital not only for its own future, but also for the whole of graduate studies and for educational advance in the Province.

We would urge that all Faculties should give careful attention to the possibility of M.A.T. and other new type Master's programmes, focussed directly on the needs and interests of the high level classroom practitioner.

TABLE 15

Recommendations on the Scale and Distribution of Enrolments in Master's and Doctor's Programmes in Education, Ontario, 1976-77

University		Ph.D./Ed.D.	M.A.	M.Ed.	M.A.T.	Other
Toronto, OISE	F.T. P.T.	250 150	150 100	150 1600		
Toronto, Faculty of Education	F.T. P.T.		100			
Ottawa	F.T. P.T.	50 60		150* 700*		
Queen's	F.T. P.T.			35 240		
Western	F.T. P.T.			35 175	60	
Guelph	F.T. P.T.	? ?				50 50
Brock	F.T. P.T.			50 100		
Lakehead	F.T. P.T.			10 35		
Windsor	F.T. P.T.				?? ??	
York			30	30	50	
Carleton						
McMaster			??	??	??	
TOTALS		510	380	3310	110	100

NOTES: ? - an entry likely) but numbers cannot be stated now
?? - an entry possible)
* - all types of Master's programmes

Our terms of reference indicate the desirability of estimating enrolments for the planning period up to 1981-82. We do so in Table 16, but again would wish to stress the very tentative nature of the figures this contains. During the next ten years, many changes may take place in our attitudes towards and our arrangements for graduate study in general, and graduate study in education in particular. Who can say, for example, what effect the implementation within the Province of some of the recommendations of The Learning Society might have?

TABLE 16

Tentative Recommendations on the Scale and Distribution of Enrolments in Master's and Doctor's Programmes in Education, Ontario, 1981-82

University		Ph.D./Ed.D.	M.A.	M.Ed.	M.A.T.	Other
Toronto, OISE & University of Toronto	F.T. P.T.	350 200	200 150	200 1950	 100	
Ottawa	F.T. P.T.	50 60		150* 700*		
Queen's	F.T. P.T.	? ?		75 400	 100	
Western	F.T. P.T.			50 200	 100	
Guelph	F.T. P.T.	? ?				75 75
Brock	F.T. P.T.			100 200		
Lakehead	F.T. P.T.			20 70		
Windsor	F.T. P.T.				50 100	
York			50	50	150	
Carleton				?	?	
McMaster				?	?	
TOTALS		660	400	4165	600	150
Total Doctor's and Master's		660		5315		

NOTES: As for Table 15

Summary of Recommendations

1. An increase in enrolments for graduate study in education from the present total of 2,954 to 4,410 in 1976-77 and 5,975 in 1981-82, consistent with the likely demand from teachers for advanced qualifications, with trends in staff deployment and certification policies within the education profession, with what the universities should be able to accomplish without loss of quality, and with what the Province should be willing to afford if the quality of learning and teaching in its schools, colleges and universities, is to be maintained and enhanced.
(Chapters One to Three, Chapter Six, Tables 15 and 16)

2. A pattern of admission requirements that includes:

   (a) a general arts or science degree with at least second class standing, normally plus one year of professional studies

   (b) a four-year B.Ed. with second class standing

   (c) a four-year B.A./B.Ed. or B.Sc./B.Ed. with second class standing

   (d) any of the above without second class standing, but with successful completion at a similar level of appropriate number of relevant courses, which might be other than undergraduate arts and science courses

   (e) <u>plus</u>, appropriate standing in such specific undergraduate courses as may be deemed requisite for entry to a particular programme or field of specialization.

   Universities should reexamine the methods they now employ to maintain quality; they should reexamine their admission policies; and they should experiment with probationary admissions, transition programmes and other means that make graduate study available to suitable candidates.
(Chapters Three and Four)

3. Greater attention to the particular kinds of student support most appropriate to the needs of mature candidates, and to the possibility of ensuring greater regularity of practice and a higher level of provision in respect of teacher secondments by school authorities in Ontario.
(Chapter Three)

4. An expectation that most universities should move in the direction of involvement in graduate studies in education at the Master's level, with or without a parallel involvement in undergraduate work and initial teacher preparation, and generally in close collaboration with other faculties and departments of the university.
(Chapter Four)

5. No new doctoral programmes until (i) the institution proposing the programme has had substantial experience -- a minimum of five years is suggested -- in Master's level work, (ii) the demand for doctoral level work can be shown to have increased to the point where new opportunities are needed, and (iii) standards of staff qualifications, facilities and institutional support have been clearly established.
(Chapter Four)

6. Consideration of the case for establishing broadly based coordinating groups for all forms of further professional study for serving teachers, including both graduate and undergraduate work, whereby staff of the Ministry of Education and Ministry of Colleges and Universities, of the school boards, teachers' organizations and universities could meet together on a regular basis to discuss needs, identify and help to reconcile differences in emphasis, and make proposals to the respective providing bodies on new courses and forms of organization.
(Chapter Three)

7. Careful attention to be given to the possibility of M.A.T. and other new type Master's programmes, focussed directly on the needs and interests of the high-level classroom practitioner in elementary, secondary and tertiary education.
(Chapters Two and Six)

8. That the Ontario Institute for Studies in Education should maintain the pattern of growth in Master's programmes that it has set for itself, should contemplate additional growth in Ph.D. and Ed.D. programmes, should introduce an element of post-doctoral work in selected areas (with adjustments in its other work as required), and should monitor very carefully its changing role in the expanding set of institutions offering graduate studies in education. We regard an emphasis upon, and appropriate support for, the R. and D. aspects of the work of the Institute as vital not only for its own future, but also for that of other institutions and for educational advance in the Province.
(Chapters Five and Six)

9. That the University of Ottawa, Faculty of Education devote itself to solving its current problems of staff overload, to maintaining its valuable contribution as a bilingual institution, and to strengthening its R. and D. activities, without substantial increase in enrolments during the planning period.
(Chapter Five)

10. That a gradual expansion of Master's level work at Queen's University be encouraged, with specialization in the fields of curriculum, administration, educational technology, counselling and, ultimately, elementary education and community education. That further efforts be made to add inter-disciplinary strengths to the work of the Faculty, and that development of an M.A.T. Programme as such be not contemplated for the first part of the planning period. That attention be given to the development of a greater R. and D. thrust, and that aspirations to offer doctoral programmes be kept alive for reassessment at an appropriate point of time.
(Chapter Five)

11. That plans for the development of graduate studies at the University of Western Ontario be approved on the scale proposed, subject to (i) a continued strengthening of the academic qualifications and experience of College of Education staff, (ii) the availability of well qualified staff from other departments, (iii) a flexible attitude on the part of the University concerning admission requirements, including the possibility of probationary status, (iv) the provision of additional space, and (v) reconsideration of the balance of M.Ed. and M.A.T. provision within the proposed overall total, with a view to making opportunities available for M.A.T. courses to be pursued on a part-time basis.
(Chapter Five)

12. That the modest pattern of growth proposed by University of Guelph in its programmes of extension education be encouraged and facilitated, including in due course its tentative plan to develop a Ph.D. programme in this specialism.
(Chapter Five)

13. That Brock University be encouraged to move towards the development of Master's programmes in Education, and that its progress and status with respect to Education staff, interdisciplinary cooperation, library and associated facilities, and programme design and structure be reassessed at such time as it has met the appropriate criteria.
(Chapter Five)

14. That approval be granted to Lakehead University to offer M.Ed. programmes in Administration and Curriculum.
(Chapter Five)

15. That the University of Windsor, Faculty of Education work towards upgrading the degree status of its members, and to documenting the kinds of relationships and programmes that it could most usefully promote with colleagues, with a view to the development of Master's work during the second half of the planning period.
(Chapter Five)

16. That York University's proposals for a "new mode" of Master's programme be approved, and that the Faculty be encouraged to develop more fully its initial plans for the M.A.T. Programme in the fields specified, in Special Education (in collaboration with the Department of Psychology) and in Administration (in collaboration with the Faculty of Administration). That the progress of programme-building be carefully monitored.
(Chapter Five)

17. That Carleton University be encouraged in its efforts to work out the nature of its future involvement in educational studies, and that consideration of the possibility of graduate work at Carleton be undertaken without necessary reference to the establishment of undergraduate programmes within the university.
(Chapter Five)

18. That McMaster University should similarly examine its educational involvement, and that again, the possibility of eventually making provision for graduate work should not be prejudiced by forthcoming decisions on the future of the neighbouring Teachers' College.
(Chapter Five)

19. That the proposal for a Master of Arts in Child Study from the University of Toronto, Faculty of Education be given sympathetic attention, and that the University be encouraged in its efforts to clarify the relationships between the Faculty and the OISE.
(Chapter Five)

Postscript

It is not uncommon to find the most urgent significance of a recommendation situated somewhere outside its formal limits. In the present instance, our terms of reference do not oblige us to consider the changes which the future will bring. We nevertheless regard the ability in some measure to foresee and in any case to be prepared for whatever may come as essential ingredients in any scheme of education. Television is already telling our children that the future, which they must soon cope with, will be in many imperative ways quite differennt from the pattern of the past recorded in their text books. No generation of Canadians has yet been properly prepared for what it has had to face. The rate of change, however, has been such that even in the years of world warfare, no disaster of an irremediable kind has occurred. We can no longer count on the rate of change accommodating itself to the pace of human adaptability. It is incontrovertible that our children now entering the schools will in a few decades be in positions of responsibility, authority and control in a Canada so transformed by the pressure of events and the advance of science and technology that we have difficulty in visualizing it or assessing its problems. This, however, we must do. The report would be lacking in fidelity to fact if it failed to emphasize the responsibility resting upon planners, executives and teachers in Canada, and especially in this central province of Ontario. They will be held accountable by the rising generation, in terms of how well they made ready for the future.

There is no way that we can better recognize our responsibility to the members of this generation than by providing them with an enlarged vision of the future. There is no way that we can better face this future than by preparing educators who are themselves acutely sensitive to its probabilities, and who possess the liberal attitudes and the professional competence necessary to assist children and young people in the assessment and mediation of its problems.

We have assumed that the underlying purpose of our report is to help in the making of judgements and policies that will contribute to these desiderata. We hope that we have, in some substantial respects, fulfilled this purpose.

A P P E N D I X B

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Response from the

Education Discipline Group

to

The Advisory Committee on Academic Planning

on the report on

Graduate Studies in Education in

the Province of Ontario

as submitted

by the Educational Consultants

April 4, 1973

I. General Comments

There is general agreement within the Discipline Group that this report is a timely and valuable study of the present situation in graduate studies in education in Ontario and that it projects a reasonable and appropriate scale of expansion in the field for the decade ahead. We recognize, as do the consultants, the limitations which made it impossible for them to report in strict accordance with the terms of reference. These include the limited time made available to the consultants in which to complete the study, the difficulties of making meaningful manpower analyses, the lack of compactness within the "discipline", and the problem of isolating graduate studies within the larger sphere of further professional studies for teachers. Market-place demand is not a reliable criterion for determining real need in a field where most of the candidates for full-time study are already employed and plan to return to that employment at the conclusion of their degrees, and where the part-time candidates (which represent at present about three-quarters of all candidates for degrees) continue their studies from an existing base of employment. We accept the statement in the introduction to the report that "teaching is an undereducated profession". Given the size of the teaching force in the province (92,798 as of September 1971), the strong encouragement of professional teacher organizations, and the

recent decision to make teaching a degree-based profession in Ontario, we agree with the consultants that there is a clear demand for considerably more opportunity for graduate studies in education in this province. This is all the more obvious as we observe large numbers of Ontario teachers who cannot be accepted into existing programs and who commute across the border to enrol in graduate programs in the United States, or who oversubscribe extension graduate programs offered by American Universities in various centres in Ontario.

II. Comments on General Principles behind the recommendations

The members of the discipline group are generally in agreement with the five basic principles outlined in the report on pp. 24-26.

There were some members of the group who questioned whether there was a need for every university in the province to become involved in graduate studies in Education. We do not believe principle #1 should be so interpreted and therefore we accept the principle of no "general prohibition" provided the criteria outlined in principle #2 are adhered to and that regional needs are clear before any new program is introduced.

There is strong support for principle #4 within the group. Demanding standards of performance are accepted as essential but coupled with that is the strong belief that admission criteria should be flexible, that they must recognize the professional experience of the applicants and that they should provide probationary periods in which candidates can prove their competence to continue in a degree program.

Some views were expressed that principle #5 was a little over-cautious, but after discussion it was agreed that the conditions specified in principle #5 were realistic before new doctoral programs should be considered.

III. Comments on General Recommendations (i.e. Rec. 1 to 7 on pp. 74-75)

Note - The discipline group has made no attempt to comment on the specific recommendations #8 to #19 for particular institutions at this time. It was felt that the individual University responses would deal with these. It is our understanding that we shall be asked as the Discipline Group to comment on the University responses to those recommendations when they have been received.

Recommendation #1

General agreement was expressed with the scope of expansion which represents a doubling of enrolments in graduate

studies in education by 1982. This recommendation should be read in the knowledge that approximately 76% of all enrolments are projected as part-time enrolments. Given the criteria spelled out in the recommendation, these projections are seen as realistic and essential.

Recommendation #2

The members of the discipline group accept the pattern of admission requirements set out in this recommendation as normally appropriate. It was pointed out that they reflect the admission requirements in most of the existing graduate programs in education in the province. We do wish, however, to commend the attitudes expressed in the paragraph following 2(e) on page 74 and on page 20 in the report. We would hope that in establishing admission standards appropriate attention would be given to flexibility and broader access to programs by taking into consideration professional competencies and experiences and by recognizing, as the consultants do, that "baccalaureate degree results are by no means a faultless indication of graduate study potential" - p. 20.

Recommendation #3

The discipline group agrees that greater attention to student support needs to be given if we are to repair even modestly, the disparity between numbers of part-time and

full-time students and if institutions are to be able to give greater attention to R and D thrusts as called for in the report.

Recommendation #4)
) See comments on general principles
Recommendation #5) behind report.

Recommendation #6

There was strong support for the recommendation that broadly based coordinating groups should be formed to plan for all forms of further professional study for serving teachers. We readily accept and would argue strongly that there is a need for many patterns of continuing education. These should not be seen as alternatives to the scope of graduate studies recommended in this report but as additional ways to meet the demand for updating by the large teaching force in this province. The experience of this study encourages us to believe that there is a need for continuing broadly based coordination and planning of all further study programs for teachers.

Recommendation #7

The discipline group warmly supports the idea that graduate studies should have as their main focus, what is happening or what should be happening, in the classrooms of this province.

IV. Concluding Comments

The discipline group is unanimous in communicating a sense of urgency for the adoption of an acceptable plan for graduate studies in education so that the present embargo on programs may be lifted. There are several programs, well planned, and ready to be moved forward by their respective Universities as soon as permission is given to do so. Meanwhile many teachers are being prevented from undertaking graduate studies because of the lack of places in existing programs, and community pressure on Universities to initiate additional programs is mounting.

Finally the members of the discipline group wish to express their deep appreciation to the consultants involved in this study. We appreciated their energy, their patience, their probing questions and their determination to get through to the heart of each of our problems. Their visits to our campuses were pleasant and, although much too short, they were full of significance for us. We believe that this report

provides a sensible basis for the rationalization of graduate studies in education in Ontario and we thank them for it.

Respectfully submitted,

R. Overing, York University
Stuart Nease, University of Windsor
R. Moase, T. Fielding, Brock University
G. Flower, O.I.S.E.
L. Desjarlais, University of Ottawa
N. Nicholson, University of W. Ontario
H. Caldwell, University of Guelph
J. Trueman, McMaster University
P. McCormack, Carleton University
J. Angus, Lakehead University
V. Ready, Queen's University

Addendum to -

Response from the Education Discipline Group to The Advisory Committee on Academic Planning on the report on Graduate Studies in Education in the Province of Ontario as submitted by the Educational Consultants

April 17th, 1973

The Education Discipline Group met on April 17th to review its response (dated April 4th, 1973) to the consultants' report on Graduate Studies in Education in Ontario in the light of reactions which had been submitted from individual interested universities. As a result of that meeting, we wish to reiterate.

1. We do not see graduate studies as the only appropriate route for the professional development of teachers. We support the idea of a strong non-degree pattern of continuing education being needed as well. We believe that the scope of graduate studies recommended in the report will bring the desired balance between graduate degree and non-degree programs in continuing studies in education.

2. We wish to emphasize that we support the concept that graduate studies in education should be just as demanding as graduate studies in other disciplines. However, we feel just as strongly that the needs for graduate studies in education are, in part, different and that the needs of the "practitioner" for professional studies must be recognized as well as those of the educational theorists. Consequently, we urge that the professional competencies of the candidates be recognized in admission procedures and in program planning and that applied studies be emphasized as well as educational theory.

We see no conflict between a desire for quality and a recognition of the total needs of the profession.

3. The members of the Discipline Group note the recommendation #3 on page 35 of the consultants' report -

> "There will be times when leadership will be required; there will be times when cooperation will be required; and there will be times when O.I.S.E.'s role will be modified in response to development in other institutions."

They commend O.I.S.E. for its response to this recommendation and strongly urge that mechanisms be established "for increased cooperation and coordination of study programs of various types and at various levels throughout the province."

4. There was a unanimous feeling among the members of the Discipline Group that the Ministry of Education should be urged to settle the future of the remaining Teachers Colleges so that the development of plans for graduate studies in universities which presently do not have undergraduate faculties will not hold up unnecessarily the recommended overall planned development of graduate studies for the Province.

5. We wish to make one textual change in our response dated April 4, 1973. On page 5 in the third line from the bottom, change "their" to "a" - reading "a main focus" rather than "their main focus".

6. Without commenting specifically on individual items, the Group wishes to draw attention to small factual errors in the consultants' report to which particular institutions have drawn attention.

The members of the committee wish to express their appreciation for the opportunity to be involved in this discipline review. The committee will be pleased to send representatives to discuss this report in ACAP or COU if this would be useful.

Submitted on behalf of
the Education Discipline Group

present at the April 17th meeting

L. Desjarlais, University of Ottawa
S. Nease, University of Windsor
H. Caldwell, University of Guelph
G. Flower, O.I.S.E.
N. Nicholson, University of Western Ontario
V. S. Ready, Queen's University

not represented at this meeting

McMaster, Lakehead, Brock, York, Carleton

APPENDIX C

UNIVERSITY COMMENTS

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Comments appear from Brock, Carleton, Guelph, Lakehead, McMaster, Ottawa, Queen's, Toronto, Western, Windsor and York.

BROCK UNIVERSITY

Education Discipline Assessment

Response to Consultants' Report

The University is in general agreement with the report insofar as it affects Brock University. Since the visit of the consultants in 1972, at which time the College of Education was just entering its second year as an integral part of the University, there has been steady progress towards the development of a graduate faculty and a definite plan for an M.Ed. program.

Members of the College faculty continue to develop the capabilities for offering graduate work by formal enrolment in Ph.D. programs at other institutions and by ongoing research associated with the development of the pre-certification programs. It is considered that the development of the existing programs, taking into account the special needs of entrants holding the bachelor's degree and the effective "associate teacher" relationship with local boards of education, will provide a strong base for the development of a sound graduate program. New appointments of faculty interested in graduate work are envisaged to provide additional impetus to the development.

For 1973-74 it is anticipated that the main thrust of the College will lie in the ongoing development of the pre-certificate program. However, the general form of a graduate program along the lines reported in C and D, p. 53, is taking shape in discussions between faculty members of the College and Arts and Science. Some definite commitments from Arts and Science have been made and others are imminent. In order to speed the development of the proposal it is intended to allocate some definite portion of the College's resources to this task alone in 1973-74.

The demand for an M.Ed. program at the University from regional teachers remains strong. In view of this demand, the progress towards a program proposal, and the development of the faculty mentioned earlier, it is considered that the target date 1974-75 is just feasible although it is recognised that 1975-76 is a more probable date.

CARLETON UNIVERSITY

RESPONSE TO FINAL REPORT ON THE EDUCATION PLANNING ASSESSMENT

The authors of this report have with considerable success observed on the more important terms of their mandate; that is, to view this question as relating to the Ontario system as a whole. The report, therefore, quite frequently makes reference to undergraduate as well as graduate training in education, since although they are not necessarily to be found in the same university, the one relates to the other more intimately than in perhaps any other professional program. In very general terms the proposals made seem to be sensible and based on as reliable evidence as could be ascertained. The particular recommendations relating to specific universities seem always to be based on both a concern for the system as a whole and the particular capabilities and resources of individual institutions.

The references to Carleton University express accurately the state of planning on this subject. Carleton has for a number of years been ready to consider the introduction of education as a specific offering and there have been reports prepared proposing approaches to programs in education which are consonant with some of the more important recommendations in the report. Carleton's position has been, and continues to be, that the education of individuals for an occupation in the school system is a provincial-wide problem but one which must at the same time take into account real regional constraints. There has long since been agreement by the members of the University and the Ontario Teachers College as to the practicability of Carleton assuming the responsibility in undergraduate education which in a sense Ontario Teachers College now carries out. There also have been a number of strong expressions from the Ottawa community; that is, the local school board, the local association of elementary teachers and representatives of the Ontario Teachers' Federation, toward the establishment of a program in education at Carleton.

It is our view that the recommendations found in the report relating to Carleton are in recognition of our capacity to engage in both graduate and undergraduate work in education or in graduate work alone. It is our view, however, that since we are dealing with a total system, we would be unwise - even though we welcome the strong support of the consultants for a Faculty of Education at Carleton and the development of graduate studies in Education therefrom - to proceed with steps toward the implementation of either kind of program without an invitation from the provincial government to do so.

CONSULTANTS' REPORT - EDUCATION PLANNING ASSESSMENT

University of Guelph Comments

The University of Guelph wishes to record its satisfaction in general with this Report in its implications for the University. We are gratified that our efforts in the field of Extension Education are supported, and we take note of the comments of the consultants with regard to the development of a Ph.D. program in this field. The University of Guelph commends the consultants for the care with which they have set out in Chapter Four the five Principles and the six Specific Criteria which they have used in assessing the program and plans of each university involved.

Notwithstanding our general satisfaction, we consider it important to have in the record the following comments on specific points:

A. University of Guelph

(1) P.49, 4th paragraph, Section A: the "statement of University policy" is a quotation from a draft report on Aims and Objectives. The final report on Aims and Objectives, as approved by the University Senate, uses different words to express essentially the same idea: ... in graduate programs there will be a major

although not exclusive, emphasis on the life services and related areas ... new programs will be undertaken ... only when a significant need and specific competence can be demonstrated ... (and, with regard to research) ... the University build upon its recognized competence in the life sciences without in any sense precluding the fostering of excellence in other areas where competence also exists ...

(2) P.49, Section A, 6th paragraph: the third line should read, "... last four semesters or the last two undergraduate ..."

(3) P.50, Section B2: the concluding sentence is not correct because the doctoral programs at OISE and at the University of British Columbia, while dealing with Adult Education, do not focus extensively on the specific field of Extension Education. Guelph's proposed doctoral program would, therefore, be unique -- unless such a program is implemented elsewhere in Canada in the meantime.

(4) P.50, Section B6: the penultimate word in the second line should be "practitioner".

Education Planning Assessment

(5) P.51, Section D2: the meaning of the recommendation is unclear, unless the expression "R & D involvement" should read "R & D Environment". The latter expression is used in a specialized way by the consultants. General University policy would permit the Senate to authorize Extension Education participation in Rural Development only if that participation promised to enhance (i.e., to encourage and to facilitate) the "environment" to which the consultants refer.

(6) P.51, Section D3i: the University of Guelph systematically assigns instructional and research capability to departments. The basis of these assignments is well understood. The 4.95 full-time equivalent faculty noted by the consultants in Section A, 5th paragraph, could, at our present graduate student ratios, handle 35 full-time students. The full-time equivalent of our 1972-73 enrolment (Section B2, 2nd paragraph), is 31. To handle the 50 full-time and 50 part-time graduate students projected by the consultants for 1976-77 (Table 15, p.72) would require the addition of 4 full-time equivalent faculty. The number of graduate students

actually enrolled in 1976-77 would be expected not to exceed our capability to meet their needs. The Appraisal procedures of the Ontario Council on Graduate Studies ensure that any proposed Ph.D. program will be inaugurated only if the quality of that program is fully adequate.

(7) P.51, Section D3iii: while the preceding comment deals with strengthening as to numbers, it can be added here that it is the intention of the University to ensure strengthening as to quality -- particularly at the research level (see also comment 5).

(8) P.51, Section D3iv: the structure of the University of Guelph, with its unusual array of "Departments", has for some years led to an unusually good level of interdepartmental cooperation. We expect to see no diminution of these desirable relationships.

(9) P.22, Table 4: this table does not include the Guelph projection in Extension Education. The table can be completed by inserting in the "Other" column 25 F.T. and 34 P.T.

Education Planning Assessment

(10) Having in mind the consultants' support of the OISE program in Special Education and of the proposed M.A. in Child Study in the University of Toronto Faculty of Education, we consider it desirable to draw attention to the existence, at Guelph, of the Centre for Educational Disabilities and the Department of Family Studies. The Centre for Educational Disabilities is an inter-departmental research unit to "... coordinate research in the causes and treatment of educational failure which may be related to mental, behavioural, physical or social handicaps ..." (see Graduate Calendar, University of Guelph). The Centre does not offer graduate degree programs, but it does provide facilities for research in this important area. The University is prepared to cooperate with OISE if any such association is sought.

The Department of Family Studies includes in its Master's program the field of child studies. The program, not being in the strict sense an Education degree program, has not been involved in this assessment. It is possible, however, that

it may be of interest to those planning the Toronto program in Child Studies.

B. General

(1) Table 3 on page 14 lacks the appropriate Doctors' enrolments which are necessary in order to complete the comparison with Table 2. The title of the table implies the inclusion of both levels, but only Masters' enrolments are recorded.

(2) Need and Demand. The University of Guelph notes with interest the consultants' use of the word "demand" to identify student interest in the availability of graduate programs. In the commoner usage, "demand" reflects manpower requirements as over against manpower supply. The point is an important one because, as the consultants make clear on page 17 and again on page 27, they regard the manpower approach as inappropriate in the field of Education. It is possible that the University of Guelph program in Extension Education may be affected more by demand for manpower than by demand from students.

Finally, we reiterate our appreciation of the consultants' efforts in producing a thoughtful and thought-provoking document.

*****

TELEPHONE 345 2121
AREA CODE 807

Lakehead University
POSTAL STATION P, THUNDER BAY, ONTARIO, CANADA

OFFICE OF THE PRESIDENT

March 19th, 1973.

Dr. M. A. Preston,
Executive Vice-Chairman,
Advisory Committee on Academic Planning,
Ontario Council of Graduate Studies,
Council of Ontario Universities,
102 Bloor Street West,
TORONTO, Ontario.
M5S 1M8

Dear Dr. Preston:

Re: FINAL REPORT ON THE EDUCATIONAL PLANNING ASSESSMENT

We have examined with interest the final report of the consultants on the Education Planning Assessment. The authorized persons at Lakehead University who have read the report have been greatly impressed with the breadth and thoroughness of it. We support both the general recommendations made with regard to the development of graduate studies in Education in the Province and the specific recommendations made with respect to the M. Ed. Program submitted by the Faculty of Education at Lakehead University.

Your attention is drawn to one small error on Page 54 of the report. Paragraph 2 should read:

> "The Faculty of Education has proposed the names of 17 staff who are seen as qualified to contribute to graduate studies in education, divided among the following areas of specialization."

Yours sincerely,

ANDREW D. BOOTH,
President.

/lp

McMASTER'S ROLE IN GRADUATE WORK IN EDUCATION

April 3, 1973.

Being cognizant of the expansion in graduate work in education envisaged by the ACAP consultants and also of the needs of teachers in the greater Hamilton area, McMaster is pleased to see that the consultants' report recommends that "McMaster University should similarly examine its educational involvement and that again, the possibility of eventually making provision for graduate work should not be prejudiced by forthcoming decisions on the future of the neighbouring teachers college." (Recommendation 18, page 76)

We wish to record at this time a real and active interest in the development of suitable Master's programmes for practicing teachers. In particular, we see an opportunity for McMaster to use its academic strengths and its considerable experience in Master's and Ph.D. work in the Arts and Sciences by providing programmes of the sort recognized by Master's of Arts in Teaching degrees in other institutions. These efforts would be directed toward the training of Master's teachers and curriculum developers. We consider it likely that such programmes would provide opportunities for practicing teachers to engage in post-baccalaureate work in a given discipline, and in addition to undertake formal studies in education. They would be involved in planning curriculum, in devising, following at least two years of classroom teaching, audio-visual aids and in other projects that would be relevant to the classroom.

We should also record that we have included the likelihood of developing such programmes in the submission of our three-year plan for the development of graduate work at McMaster. The Faculty of Science has such a programme under active consideration at present.

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550, RUE CUMBERLAND

OTTAWA, ONTARIO
Canada K1N 6N5

UNIVERSITY OF OTTAWA
550 CUMBERLAND STREET

CABINET DU RECTEUR

OFFICE OF THE RECTOR

April 11, 1973

Dr. M.A. Preston,
Executive Vice-Chairman,
Advisory Committee on Academic Planning,
Ontario Council on Graduate Studies,
102 Bloor Street West,
TORONTO, Ontario, M5S 1M8.

Dear Dr. Preston,

This is a response to your request for comments from the University on the consultants' report on Graduate Studies in Education.

The impression given by the statement on page 37 of the report that our space resources are currently scattered is unfortunate. It is a fact that our Faculty of Education is temporarily located in a large rented building away from the main campus, but we are unaware of any overcrowding. During the Summer Session, because of the larger number of students enrolled, we do use certain additional lecture halls outside that building and even rent facilities from the Ottawa Board of Education. Concerning the postponement of the construction on campus of the planned new building for our Faculty of Education, we can only state that the provincial embargo on new university construction was imposed at the time when we were already negotiating the building contract. It should be made clear that we expect to proceed with the construction of this building as soon as the provincial embargo is lifted.

I should like to emphasize our strong disagreement with recommendation 3 on page 38. We do not believe that there are any more uncertainties concerning the future of the University of Ottawa than is the case with other Ontario universities. Our present enrolment, graduate and undergraduate, is approximately 8,500. We feel that, when fully developed, the campus could provide facilities for approximately 15,000 students. Any question of the need for a satellite campus or a second bilingual institution is therefore unwarranted. In this connection, it should be pointed out that our part-time enrolment of anglophones greatly exceeds our part-time enrolment of francophones in our Master of Education programs. This is what one might expect in view of the anglophone and francophone population of the province.

We also question the need to await the development of Carleton University's plans for graduate studies in education before further developing our graduate programs in this field. We are not aware that Carleton has mentioned any intention to develop graduate studies in education in its list of proposed new graduate programs. Be that as it may, we absolutely have to oppose any explicit or implicit statement that the University of Ottawa should serve the French while Carleton serves the English speaking. What Carleton does is Carleton's business and we are on record not only as willing to, but as actually cooperating with her. But we, for over a century, have been serving and will continue to serve both English and French speaking. And we are not convinced that the Consultants for the discipline groups assessments - including Education - have understood and recognized this. ACAP should!

Yours sincerely,

Roger Guindon

Roger Guindon, O.M.I.,
Rector.

QUEEN'S UNIVERSITY

KINGSTON

ONTARIO

RESPONSE TO THE REPORT ON GRADUATE STUDIES IN EDUCATION IN THE PROVINCE OF ONTARIO PREPARED BY THE EXTERNAL CONSULTANTS APPOINTED BY THE ADVISORY COMMITTEE ON ACADEMIC PLANNING OF THE COUNCIL OF UNIVERSITIES OF ONTARIO

APRIL 1973

QUEEN'S UNIVERSITY
KINGSTON, ONTARIO
FACULTY OF EDUCATION
DUNCAN McARTHUR HALL

1. An Impression of the Report

The report is a valuable document which makes a serious attempt to assess the basis for expansion and an appropriate scale for graduate studies in education in Ontario in the next decade or so. The authors state their assumptions and modus operandi clearly, and in these terms make a strong case for continuing expansion in the years ahead. They take a relatively open position towards the concept of graduate studies in education, (see for example P.19) and emphasize the achievement of quality using more flexible approaches to admission similar to those advocated in the COPSE Report The Learning Society. This position and their analysis of current data and projections leads them to support the aspirations of practically all Ontario Universities interested in developing graduate programs in education.

2. Response to the General Recommendations (R1 through R7)

As far as the general recommendations of the Report are concerned (R1 through R7 on pp. 74 and 75), the following represents an initial response:

R1 (The scale of future graduate studies)

We accept this recommendation as a fair and attainable increase in scale under the qualifications noted.

R2 (Admission Requirements)

We fully endorse the flexibility intended by this recommendation, emphasizing in particular the need to experiment with other ways of admitting candidates whose earlier academic records may not match their greater maturity and capabilities for graduate study in education. We therefore underline the importance of the suggested patterns of admission requirements and the rather stronger statements in the relevant discussion on pages 19 and 20.

We further believe that the principle espoused on P.19 of the report that further professional studies should carry some University credit might well have been included as part of this recommendation.

R3 (Student Support) and R6 (Coordinating Groups)

We endorse both of these recommendations to the full. We would point out that support is most needed for full time students and that such support is strongly interrelated with the strength and direction of R/D thrusts and the establishment and maintenance of doctoral programs. The desirability of broadly based coordinating groups meeting to solve program needs (e.g. the rationalisation of off campus offerings) and student support needs (e.g. teacher release for study as is projected in the U.K.) is surely clear. We regard R6 as very timely and significant.

R4 (Involvement in graduate level studies only)

We are a little hesitant to endorse this recommendation unreservedly. While we acknowledge that not all advanced study of education is field-oriented, we feel that proposals to offer graduate programs by universities not offering initial teacher preparation should be most carefully scrutinised to ensure that they fulfil real needs in educationally and economically justifiable ways.

R5 (Doctoral Programs)

While we accept criteria (i) and (iii) relating to the initiation of new doctoral programs, we are not sure on what basis criterion (ii) is proposed. We agree that the number of Universities engaged in doctoral work should be small, but surely any institution which meets criteria (i) and (iii) should not necessarily be debarred from offering a doctoral program on what appears an ill-defined criterion such as (ii).

R7 (M.A.T. and other new type Master's programs)

We endorse this recommendation heartily in its intent of encouraging "classroom-oriented" Masters' programs. However, the M.A.T. itself is an American program the intent of which to a large degree was to supply the Honours background in a scholarly discipline, often not found in typical U.S. undergraduate teacher education programs. The necessity for this is considerably less in major Ontario universities with Honours programs. Because of this, and also the difficulties associated with implementing such programs e.g. the fact that teachers generally do not perceive them favourably, we prefer other alternatives to achieve the same end e.g. by encouraging other University Departments such as History, Music, Physics etc, to provide specific graduate level courses geared to the needs of graduate students in education.

3. Response to Recommendations for Specific Universities other than Queen's

Recommendations 8 through 19 relate to proposed developments at specific Universities. At this time, we would offer only a few comments on those relating to Universities other than Queen's. One is that, although the projections for individual Universities seem reasonable when viewed in isolation, the report contains few statistics of a regional nature relating either to population or to educational supply and demand. We have already noted our concern with Recommendation 4 (involvement in graduate studies without requiring an initial certification program). These two points seem important ones to bear in mind if the continuing development of graduate studies in Ontario is to be made on a realistic basis.

4. Response to the Report's Description and Evaluation of Graduate Studies at Queen's (Pages 42 to 44)

We accept the description and evaluation on Pages 42, 43 and 44 as generally accurate. We note, however, that, although specific mention is made on Pages 42 and 43 of the problem of admission requirements at the time of the initiation of the Queen's M.Ed. program in 1970 and 1971, this point is not discussed in the relevant section in the body of the report on Pages 20 and 21. We feel that this is a general point which affects all Ontario Universities and not just Queen's and that it should be viewed in this light, rather than as something unique to Queen's.

5. Some Inaccuracies Relating to Queen's University

At least three inaccuracies, one of a potentially serious kind, should be noted. At the top of Page 42, the statistics given refer in actual fact only to the Fall Term of 1972. The figures for the next term differ, because the program operates on a semester basis, both as regards admission and course offerings. The corresponding figures for the Winter Term are 126 P.T, 5 F.T. and 52 inactive. The same kind of loose thinking seems to have been applied to Table 15 on Page 72 where the Queen's projections for 1976-77 become those recommended by the consultants. The table gives the figures 35 F.T. and 240 P.T. These are presumably taken from Table 10 on Page 42, but there they refer to Winter enrollments only.

The distinction between summer and non-summer part time enrollments is one which does not seem to have been fully rationalised. A figure of 300 (the average of summer and winter) would seem a more justifiable figure to appear in Table 15. A third, but minor inaccuracy appears at the top of Page 44, where the addition of the word graduate at the beginning of line 4 would remedy the situation.

6. Response to Specific Recommendations Relating to Queen's University

We view the specific recommendations of the Report relating to Queen's as confirmation of the soundness of our developments to date and of our plans for the future.

1. As regards the pace of development, we welcome the wise counsel contained in the recommendations. We have already deferred the expected dates of initiation of all projected new programs by 1 year and are subjecting them to continuing scrutiny as they take shape.

2. The question of priorities in program development is a continuing one. We have felt that school counselling should receive priority over educational technology, and it is hoped that at least the M.Ed. program in school counselling will be operational sometime in 1974 (preferably July 1974).

3. The question of geographical separation is a real one, but it is gradually being overcome. As we move towards the initiation and development of concurrent teacher education programs at the undergraduate levels, the opportunities for inter-faculty and inter-disciplinary appointments grow greater. For example, two cross-appointments (one in Music Education, and one in Art Education) go into effect with the Faculty of Arts and Science in July 1973. Other ways of seeking better inter-faculty and inter-departmental co-operation and understanding are being explored, such as interchange of faculty via participation in courses, lectures and colloquia. In making new appointments, inter-disciplinary aspects will be carefully considered.

4. As already indicated, the Faculty of Education agrees with the view expressed in Recommendation 4, on Page 45, and favours co-operation with major discipline Arts and Science Departments via suitable discipline-oriented courses at graduate level designed to meet the needs of education students rather than by M.A.T. programs of the present type. However, there may well be exceptions to this general approach and these will be explored fully in the next few years.

5. The significance of paying continuing attention to the Research and Development environment, especially at an institutional (Faculty) level is acknowledged. It should be pointed out that the Faculty is barely 5 years old. Only now are the first years of stability in the B.Ed. program at hand, and a sufficient number of research-oriented Professors in key areas such as Reading, Measurement and Evaluation, Computing etc., on Faculty. Thus the Faculty has only now reached a stage in its development when it can assess in which areas R/D thrusts of a comprehensive nature might most advantageously be offered. Plans are underway to identify such thrusts.

6. The mounting of a doctoral program depends on numerous factors, including those noted in the report. Qualified faculty, experienced both in graduate teaching and research, and financial support for full time students are both necessary conditions.

OFFICE OF THE VICE-PRESIDENT
INSTITUTIONAL RELATIONS AND PLANNING

UNIVERSITY OF TORONTO
TORONTO 181, ONTARIO

April 17, 1973

Dr. M. A. Preston
Executive Vice-Chairman
Advisory Committee on Academic Planning
102 Bloor Street West
Toronto M5S 1M8, Ontario

Dear Dr. Preston:

I am writing to give you the University's comment on the Consultants' Report on Education.

We agree with much of the emphasis in the report. The decision not to expand doctoral programmes except under special conditions (Table 16 and recommendation 5) seems a wise one in the present situation regarding Education. It is quite clear also that a significant expansion in graduate work must be planned, although even the consultants appear to have considerable reservations about the size of the expansion their Tables yield.

The University of Toronto has some serious reservations, however, about the methods the report suggests to meet this expansion. The consultants seem to us overly enthusiastic in literally pushing everyone into Master's work, even universities which make no claim or are very modest and even diffident in doing so. Their views on Brock and Carleton, for example, seem to me to require further consideration. Given that there is a need to expand significantly and only a few institutions are now involved, the consultants had an opportunity to evaluate the overall needs of the discipline and how best these could be met by specialized programmes, to secure an appropriate geographical dispersion, and so on. Instead they appear at time simply to be validating what the universities want to do or even might want to do without sufficient consideration for the overall consequences.

Our reservations on how they suggest we meet the expansion go further. Surely there is a need for a range of methods of meeting the need for upgrading and refurbishing teachers' skills. The emphasis on Master's programmes of various kinds to meet this need seems overdone. We would have benefited from a fuller discussion of ways to increase access to short courses and classes designed to improve teachers' skills, and ways of making these more easily available to teachers who are not located in cities with significant education and university facilities. Similarly, while

reference is made at times to the need for co-operation of Education and other Faculties (not least, at this University) there is no systematic discussion of the ways in which established Faculties might be more fully used to meet the considerable expansion in demand, without overdue strain on the limited supply of highly skilled professional educators.

In brief, this University has serious reservations about the effects on the quality and effectiveness of the resulting Education faculties if the considerable expansion envisaged is met by proliferating programmes as indicated. We suggest more reliance be placed on those institutions which have or show a major commitment to this area, along with some smaller but high-quality programmes specializing in certain aspects of or different approaches to education. We need hardly emphasize that all new programmes must go through a rigorous appraisal process, and not appeal to the favourable mini appraisals in this or other assessment reports. I might add that the School of Graduate Studies of this University disagrees with the evaluation in the report of our proposed Master's degree in Child Study, and has asked those involved to improve the proposal.

I should add that the University of Toronto has recently received a report from a special Task Force appointed to study the relation between the bodies involved in Education at this University. The report contains recommendations which should lead to closer working relations between the Graduate Department of Educational Theory and the Faculty of Education in particular, as well as stronger links between these and other University Departments and Faculties.

Finally, a comment on Tables 15 and 16 showing recommendations on the Scale and Distribution of Enrolments for 1976-77 and 1981-82. As overall planning guides these may be of some interest. If they are interpreted as quotas by institutions, or as a basis for arriving at quotas, then this University would have to take strong exception, whether in Education or in other disciplines. It is our view that quotas interfere with student choice of university, reduce the incentives on universities to produce high quality programmes, do not give adequate emphasis to the development of special fields by universities, and eventually remove from universities the power to decide priorities. This University has made this point on numerous occasions. We urge you to think of alternative and more self-regulating schemes for allocation among universities both in this discipline and in others. We have supported alternatives in the past, as you know, and I believe it would be very desirable for ACAP, with selected consultants, to consider further refining these and other alternatives. I am sure no one in ACAP wants to impose further straightjackets of the kind we are struggling with in Engineering.

Let me add in closing that some of the data on enrolment, hence projections based on these, may be in error (Table 1, p. 13 and Table 4). The figures in Table 1 for Toronto do not include some 150 part-time

Master's students actually enrolled in 1972-73, but for courses in the second term rather than the first term on which the figures in the table are based. Similarly, about 300 additional part-time Master's candidates who are enrolled here in summer session, but not in the current fall or winter term, are excluded. In fact, our actual total enrolment at the moment comes very close to the estimates entered in Table 13 for 1976-77.

Sincerely yours,

J. H. Sword
Vice-President
Institutional Relations and Planning

Response of the University of Western Ontario to the Report of the Consultants in Education of the Advisory Committee on Academic Planning.

April 6, 1973

This report was generated by a Committee of the Senate of the University of Western Ontario charged with preparing the University's response to the report of the A.C.A.P. Consultants on Graduate Studies in Education.

The review of Graduate Study in Education is discursive and less precise than previous A.C.A.P. reports. The recommendations seem to be founded on certain premises which, so far as we are aware, are not enunciated government policy. It is implied on pages 70 and 71 that further professional studies should, to a considerable degree, become the graduate component of Faculties of Education in the Universities of Ontario. This committee believes that the continuing education of teachers should take many forms of which University graduate study is only one. Ministry of Education certificate courses, short non-credit courses and conferences, and curriculum development workshops are all valid components of professional development. In this connection it should be noted that it is the stated policy of the Ministry of Education to transfer its summer certificate courses for teachers to the Faculties of Education. On the other hand, we believe that for the advanced training of a certain number of classroom teachers, the development of such specialists as the guidance counsellor, and for the training of school administrators graduate study is both desirable and necessary.

It is the opinion of the Committee that improvement of classroom teaching may well be achieved by M.A.(T.) programs and we are unreserved in our support of such a program. However, the notion that a ratio of 30:1 should prevail between M.Ed. programs and the M.A.(T.) programs (p. 72, Table 15) is hard to accept. It is the view of this Committee that attention should be concentrated on improvement of classroom teaching and less to providing qualifications which tend

to remove the teacher from the teaching environment. A diverse pattern of "in service" teacher-training in which post-graduate university experience is only a part would seem to be a desirable objective. The use of the 4-year honours program as a base on which to build superior teachers remains a desirable precept which should be preserved. The general notion that lowering of standards of Graduate Schools will improve the quality of primary and secondary teaching within the province is incomprehensible to the Committee and in our view an undesirable development. The proposition (p. 10) "Is there not something to be said for making rather less demanding masters' programs available to a larger proportion of teachers?" and the surprising statement that follows leaves anyone committed to quality deeply concerned. Surely there is no reason to suppose that highly qualified and respected members of the teaching profession require a graduate degree to make them acceptable as recognised experts in their area of activity. The notion that a University graduate qualification is an essential prerequisite to demonstrating expertise seems both irrelevant and undesirable. The quality decision about the individual teacher must be made by the local education authority and not by some certifying agency concerned with acquired knowledge and not with actual practice of the art.

In specific terms the Faculty who will shortly become the Faculty of Education at this University are concerned with improving the quality of classroom teaching through the M.A.(T.) program. This program has already received approbation from the O.C.G.S. Appraisals Committee. It is the firm belief of this Faculty that guidance within the schools has been inadequate in the past and, accordingly, the second program which it proposes to advance is in the area of guidance and counselling. In this program it is hoped that a genuine psychological basis for guidance can be developed and that a soundly based group of offerings will be provided. This program has been submitted to O.C.G.S. for appraisal. Finally it is hoped that a group of Educational Administrators and other personnel can be developed who

have a grasp of the changing concepts of curricula coupled with a recognition of the principles operating in the educational process. This M.Ed. (Educational Studies) program will be put forward in the near future.

The standards for admission to these programs are a matter of concern. The M.A.(T.) program as proposed by this University, has as an admission requirement a four year honours degree or equivalent. The possibility that somewhat different requirements may be used for the M.Ed. programs should be examined. Paraphrasing the recommendations of page 21 we believe the following to be more appropriate for the M.Ed. programs:

(a) a four year B.A. or B.Sc. with at least second class standing or a four year B.Ed. with a comparable level of performance; OR

(b) a general arts or science degree with at least second class standing and at least one year of professional study with the equivalent of a B standing.

(c) plus appropriate standing in such specific undergraduate courses as may be deemed requisite for entry to a particular program or field of specialization.

The projections set out for the University of Western Ontario by Tables 15 and 16 may be realised. The possibility of 60 in the M.A.(T.) program by 1976-77 is considered reasonable, provided additional subject areas are successfully appraised by O.C.G.S. and it is hoped that by 1982, this figure may have risen to 80 full-time and 20 part-time students (as opposed to the notation in Table 16). The combined development proposed for the Guidance and Educational Studies, is probably reasonably accurately forecasted in Tables 15 and 16.

In summary the views of the Committee are:

1) that complete transfer of further professional studies for teachers to graduate schools within the Universities is both unnecessary and undesirable.

2) that the four year honours degree or equivalent should remain the backbone for entry to graduate studies in Education.

3) that the proliferation of master's degrees within the educational system founded on a lowering of standards of graduate schools is neither desirable nor productive of quality.

4) that certain master's programs going beyond the normal honours degree and providing specialist experience available only in the Universities are useful and desirable.

5) that the programs advanced by this University are aimed at sensitive and critical areas where supplementary education can be used by the teacher to advantage.

THE RESPONSE OF THE UNIVERSITY OF WINDSOR TO THE ACAP REPORT "GRADUATE STUDIES IN EDUCATION IN THE PROVINCE OF ONTARIO"

April 9, 1973

The University of Windsor's initial comment is an expression of congratulations to the writers of the Report. Reports of this kind are frequently so replete with well-nigh incomprehensible jargon and statistical tables that it is refreshing to read and study a document that is clear in its focus and recommendations.

At the present critical period through which higher education is passing in Ontario, it is important to have stated a precisely enunciated raison d'être for graduate studies in education. The point has been made in the introduction that teaching is an under-educated profession and that an undergraduate degree will be a prerequisite for entrance to the profession beginning in September, 1973. The evidence adduced in the Report seems to indicate that a satisfactory pool of candidates can be channelled into various universities over the next decades (page 16, para. 5; page 70, para. 3; page 74, recommendation 1). To these data can be added the more philosophical viewpoints concerning the three main purposes of graduate studies, whether in education or in any other disciplinary or professional field. What is important in the paragraphs on page 7 is, inter alia, the "need for pervasive interdisciplinary relationships". To this notion, the paragraph on page 18 should be considered carefully.

> "Any expansion of graduate work should be characterized by a real and sustained effort to bring together, first, the interests of the schools and the educational system in obtaining information and ideas, second, students' interests in finding topics for research and investigation that are personally and educationally relevant, third, the universities' interest in maintaining the highest standards of scholarship, and fourth, the team and multidisciplinary approach required in approaching some of the more important topics for research."

Most of these philosophical, organizational, and paedagogical concepts are to be found, if not explicitly certainly by implication, in the University of Windsor's report to the ACAP consultants in September, 1972. The question is whether in the intervening period of time there is increasing evidence to endorse both the University's report and the statements cited above. With respect to interdisciplinary relationships, the Dean of the Faculty of Education is a third reader for three Masters' dissertations (one each in the Departments of Sociology and Political Science, and one in the School of Social Work); the Dean has had lengthy discussions with representatives from Departments of Psychology, Sociology, Philosophy, Fine Arts, Music, Drama, Religious Studies, Physics, Mathematics, English, and Communications concerning the contribution these Departments can make in an M.Ed. program; a Faculty of Education professor has been asked to teach a course by the Department of Music next year. Further, there is indication that there is administrative support from outside the university community for graduate studies in education. For example, the Director-Designate of the Windsor Board of Education has evinced more than passing interest in creating linkages between the educational system and the university with respect to "students interests in finding topics for research and investigation that are personally and educationally relevant". The point

is that the approach of the University of Windsor is congruent with the concepts expressed in the ACAP Report. The Report is correct in the assertion that there is administrative support in the university for graduate studies in education.

The Report's specific remarks about the University of Windsor are, on the whole, relevant for September, 1972. It is submitted, however, that the situation has changed since that time and firmer data can be supplied to support the University's desire and ability to mount M.Ed. programs.

OISE's offering of off-campus courses leading to the M.Ed. in Educational Administration will continue with a second group of students in the summer of 1973, but, because of financial difficulties, there is no guarantee that the Institute will be able to continue throughout the regular academic period of 1973-1974. (OISE will see the first group of students, forty-three in number, through to the completion of the program in the spring of 1974.) The second group of students will therefore have to continue their studies in Toronto, and because of the distance, their program can only be completed exclusively through the summer school route, thereby adding to student cost in terms of time and dollars. Alternatively, the students could offer the two OISE 1973 summer school courses as partial fulfilment of a Windsor program leading to an M.Ed. in Educational Administration. A third possibility is apparent. They could enrol at Wayne State University which doubtless would be willing to find a base in Windsor as they have for their Counsellor Education program; or, indeed, a second University of Virginia entrepreneur could lead another invasion into Canadian academic territory. In brief, the invitation to OISE to offer courses in Windsor has had a successful outcome, but the success is limited both in the Departments willing to offer complete programs (only one Department, Educational Administration, accepted the invitation) and in the short period of time in which courses could be offered. Clearly, Educational Administration is a program for which there are clients.

Counsellor Education is offered by Wayne State University and the University of Virginia to approximately 150 Canadians who are taught almost completely by non-Canadians using non-Canadian sources, experiences, and practicum. Similarly, Counsellor Education is a program for which there is a demand.

Special Education has an enrolment of 125 in a Ministry of Education course held in the city under the auspices of the Windsor Separate School Board of Education. Representations have been made by this group of students for continuing graduate university courses in the field. The Council for Exceptional Children supports the notion of graduate studies in a number of universities. There is ample scope for field studies in Windsor and Essex County. Undergraduate candidates taking courses in Early Childhood Education offered by the Department of Psychology number eighty in the current year. Many of them are teachers who have shown interest in graduate work. It is apparent, therefore, on the basis of numbers alone that Special Education and Early Childhood Education can be developed.

In the first three of the above programs, a tentative sequence of courses and a practicum have been worked out. In each case, the main emphasis is on part-time study.

Too much cannot be made of the fact that Windsor is a border city and therefore vulnerable to incursions from the U.S.A. as has already been noted. There is another point to emphasize, however. Not only are Canadian students forced into a study of American problems, many of which are not necessarily related to Canadian educational problems and issues, but also into the payment of inordinate tuition fees that represent a personal financial drain as well as a dollar drain from the country. It is not an unreasonable assumption that students' resources should have some bearing in the consideration of offering graduate programs in education in the University.

It is admitted that the present lack of doctorates held by the present Faculty members is a serious drawback in developing a graduate program at the master's level, although by June, 1974, it is anticipated that two will have Ed.D.'s (in Special Education and Curriculum) and two will have Ph.D.'s (in Educational Psychology and Counsellor Education). The Report has overlooked the fact that present University faculty members in other divisions are now committed to graduate studies in education. Personnel from the Departments of Psychology and Sociology are willing to participate in educational programs. It is feasible, that under supportive developmental conditions Counsellor Education, for example, could be handled by two full time Faculty of Education instructors, one of whom needs to be hired, together with two from the Departments of Psychology and Sociology. Similar paralleis could be made regarding the other projected programs.

The University rejects the comment that the Windsor Faculty of Education is a long way from offering any graduate degrees in education. Drawing from the present Faculty of Graduate Studies it has a cadre of instructors already on staff. These will be reinforced by the hiring of six Ph.D.'s in the four areas already mentioned. These will be acquired during the next year.

Beginning in September, 1973, the University is prepared to register under the category of special students, potential graduate students in education who may apply such courses to the graduate program when it has been approved. These courses would be:

Sociology 514c Sociology of Education Systems
Sociology 515c Sociology of Higher Education
Psychology 431 Introduction to Clinical and Counselling Psychology
Psychology 450 Psychological Assessment
Psychology 600-680 Introduction to Counselling and Introduction to Evaluation and Measurement.

C.P. Crowley

CPC:ajk

C.P.Crowley, Ph.D.,
Dean of Graduate Studies,
University of Windsor.

YORK UNIVERSITY
4700 KEELE STREET,
DOWNSVIEW, ONTARIO, CANADA

FACULTY OF GRADUATE STUDIES
OFFICE OF THE DEAN

April 6, 1973.

Professor M.A. Preston,
Executive Vice-Chairman,
ACAP,
Council of Ontario Universities,
102 Bloor St. W.,
Toronto 181, Ontario.

Dear Mel,

Though work in Education is only just beginning at York, so that it is too early for the University to have detailed plans, we welcome the report of the ACAP consultants as it relates directly to our own Faculty of Education and take seriously the recommendations in paragraph D on pp. 63-64 which state:

> We are satisfied that York has demonstrated the potential to develop a somewhat unorthodox, but academically and professionally viable, graduate faculty of education. A commitment to innovation is combined with realistically modest aspirations for growth.
>
> 1. It is recommended that York's proposals be approved and that it be encouraged to initiate the "new mode" of Master's programmes which it has proposed.
>
> 2. Specifically, it is recommended that York be encouraged to develop more fully its initial plans for the M.A.T. programme (in the fields specified); for the M.Ed. in Special Education (in collaboration with the Department of Psychology); and in Administration (in collaboration with the Faculty of Administration).
>
> We must point out, however, that York must not minimize the problems involved in: (1) the building and melding of the diverse and multi-disciplined staff which will be required to make the plan work; and (2) the establishment and maintenance of the required R. & D. environment. Both these tasks will be difficult.

If the report of the consultants is accepted, the University will continue to plan for its future graduate programmes in Education in the way specified in paragraph D.2 and in the University's own submission. Given the remarks made on p.64 and in the light of our own experience, it is possible that the planning may take a year longer than anticipated. It was hoped a small number of students would be admitted in 1974: the long process of internal discussion

and external appraisal may, however, make 1975 a more realistic starting date. The University's plans as stated in the "five-year plan" have been reviewed carefully in the light of the consultants' report. We remain convinced that the University has the potential for creative and socially useful programmes leading to an M.Ed. (in limited areas) and to an M.A.T. (in selected teaching disciplines).

The ACAP consultants have accepted York's experimental model as being intellectually sound and administratively feasible, without of course detracting from the different plans adopted by other Universities. The total number of M.Ed. students projected for the Province as a whole seems high, perhaps even alarmingly high. York hopes that this total projection of M.Ed. students does not by itself constitute a pressure system which will predispose us all to proceed in an unadventurous, uncreative and inflexible way. The University would have serious reservations about the mere mass-production of M.Ed. students. We trust that nothing in the consultants' report will be read as implying that ultimately a master's degree will become a normal or routine qualification for teachers.

This is the University's response to the report of the ACAP consultants. York reserves the right to modify its response when ACAP itself reports to COU.

Yours sincerely,

Michael Collie,
Dean.

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APPENDIX D

PROCEDURE OF PLANNING STUDY AND TERMS OF REFERENCE

Procedure for Education Planning Assessment

May 2, 1972

A. Tasks to be Performed by Discipline Group

A.1. Prepare list of major divisions of study and research within graduate work in education. Since this breakdown will, to a considerable extent, determine the form of the planning reports, it is of considerable importance and will be the subject of discussion with ACAP and with the consultants.

A.2. Suggest suitable consultants. This also will be a matter for discussion with ACAP.

A.3. Examine and comment on pro formae to be used for the gathering of information on current, past and future programmes as described in paragraph B.1.

A.4. Request from professional groups their comments on existing graduate programmes in education and how they meet the provincial needs for education as they see them.

A.5. Examine and comment on the data on current and past strengths and meet with the consultants and make suggestions to them on problems and issues on which their advice seems especially needed

A.6. Both in consultation with ACAP and separately, consider the situation revealed by the tabulation of proposed future programmes and consider whether future plans should be modified or developed in detail. As a result of this step, individual universities may wish to revise the material described in B.1.d. below.

A.7. Possibly develop a tentative plan for development of established or new graduate work in education in Ontario, paying attention to adequate coverage of the major divisions of the discipline.

A.8. Prepare a flow chart for the study.

A.9. Meet with the consultants prior to the publication of any report.

B. Information from Universities

B.1. Each university is asked to submit a statement of the university's current position in graduate studies in education and the rationale for it.

B.2. Each university is asked to supply to ACAP (dates shown below) on the appropriate forms (see paragraph A.3.) the following:

a) for each of the major divisions determined in step A.1. viz. special education, psychology of education, history of education, philosophy of education, sociology of education, comparative and international education, counselling administration, curriculum development, educational planning, adult and continuing education, measurement and evaluation, educational technology, computer applications, higher education, other

(i) current list of all faculty members (for part-time members and persons with joint appointments show the fraction of time spent on education);

(ii) numbers of full-time and part-time faculty members for each of the past five years;

(iii) for the current year and the preceding five years, number of graduate students specializing in the division and numbers of (1) master's and (2) doctoral candidates, differentiating course and thesis programmes;

(iv) if possible, degrees awarded, by degree for each of five years.

Under these three headings one individual may appear under more than one division.

b) for each "faculty"

(i) Currlicula Vitarum of those faculty members now engaged in graduate work in education or whom the university considers will be relevant for its future plans, showing inter alia complete publication lists, research and consulting funding in the past five years when relevant to his academic work and numbers of students supervised during his career.

(ii) resources of space - a statement indicating the faculty's view of the adequacy of its space, and, in connection with the future plans in (d) below, discussing future space provision;

(iii) description (qualitative and quantitative) of current undergraduate activity in education; (B.Ed., Diploma or Teaching Certification programmes);

(iv) other items which cannot be allocated to the separate divisions, such as computing facilities, publication facilities, special activities;

(v) support from related departments and extent of formalization of that support;

(vi) extent of major laboratory facilities and equipment;

(vii) library resources and budget - OLC will suggest method of reporting;

(viii) statement of current admission requirements for each graduate programme with comment.

c) table of characteristics of graduate students in the faculty (not broken down by divisions) in previous five years, separately for M.Ed., M.A., M.A.(T), Ed.D. and Ph.D., breaking down numbers by

(i) full-time and part-time;

(ii) immigration status (3 years if possible)

(iii) province of most recent employment (for current year only, for Toronto and Ottawa only);

(iv) sources of financial support for full-time students (for Ottawa and Toronto only, using categories suggested by these institutions);

(v) time to reach Ph.D. degree;

(vi) Ph.D. ABDs;

(vii) degrees awarded (number of each);

(viii) immediate post graduate employment of Ed.D. and Ph.D.'s showing also how many returned to previous employer (if possible).

d) proposed plans for the future, in as much detail as the university can provide, including the proposed scheme for supporting these plans, and accompanied by supporting arguments, including consideration of the sources of graduate students and an analysis of demand for graduates from the programmes. Wherever possible, numerical data of the types requested in (a) and (b) above should be included in future plans. As a minimum of quantitative data, planned enrolment figures and staff size for five years should be given.

B.3. The material so supplied will be collated by ACAP and transmitted to the discipline group for action indicated in paragraphs A.5., A.6., and A.7.

B.4. Apart from the material described in B.1.d. and to some extent generated at the department level, each interested university will be requested to make an individual statement on its plans for the development of education, in particular the items of future commitment implied by item B.1.d. This statement will be made available to the discipline group.

Dates: B.2. a) (i); b) (ii), (iii), (iv), (v), (viii); c) (i) (ii) (iii), (vii); d) - June 1.

B.2. a) (ii), (iii), (iv); b) (i), (vi), (vii); c) (iv), (v), (vi), (viii) - July 7.

B4 - July 31.

C. Terms of Reference of Consultants

Preamble: The present position of graduate studies in education in Ontario is different from the position of many other disciplines in the province. Only three institutions presently offer graduate degree programmes in education. At least eight other universities have expressed an interest in developing graduate studies in education. An embargo was placed on the approval of funds for further programmes in graduate studies in education early in 1971 when the report of the CUA/CPUO Joint Subcommittee on Finance/Operating Grants for Teacher Education Programs (and which recommended weights for operating formula for graduate studies in education) recommended that a rationalized plan for the development of this field be produced.

C.1. Consider the materials prepared by the discipline group and the universities and obtain other data they may require to carry out the tasks detailed below. They may obtain data and views from any relevant source, such as, for example, employers of holders of graduate degrees, professional and learned societies, federal agencies. One or more of the consultants shall visit the campus of each interested university. They shall consult appropriate officials at the Department of Education who are concerned with teacher certification. Reports of appraisal consultants are privileged documents and are not to be made available to ACAP consultants. Consultants shall consult with the discipline group near the beginning of the work, during the work as they consider necessary, and immediately before preparing their final report.

C.2. Report on the adequacy of the present state of graduate work in education in the province in general and in each university where applicable, discussing the following:

a. coverage of divisions and specialities, and extent of activity in each

b. faculty quality and quantity

c. nature of programmes offered

d. enrolment size and distribution amongst universities and divisions

e. quality of student body; admission requirements

f. relationship to related disciplines

g. physical facilities

h. other matters considered by the consultants to be significant.

C.3. Make recommendations for the development of graduate work in Education in Ontario between 1972 and 1982, but in more detail for 1973-74 through 1977-78, and, without limiting the generality of the foregoing, dealing with the following points:

a. Manpower needs, cultural and societal needs, and desirable enrolments, year by year, in the various levels of graduate study (M.Ed., M.A., Ph.D., D.Ed., etc.) and the various major subject divisions. In considering manpower needs, one should take account of the "market" available to graduates (larger than Ontario?) and of other sources of supply for that market.

b. Programmes to be offered - in particular, consider what fields of graduate study in education should be initiated or developed further in the province, the balance between the more theoretical and more applied aspects and inter-disciplinary graduate work in which the education faculties should be involved. Also pay particular attention to the suitability of the different types of programmes, e.g. professionally-oriented and subject-oriented master's degrees and doctoral degrees of various kinds, some research-oriented, some in administration.

c. Desirable distribution amongst the universities of responsibility for programmes and for specialties, including consideration of the need for any increase or decrease in the number of departments offering doctoral work.

d. Distribution of enrolment amongst the universities, suggesting reasonable ranges for each institution, for each year.

e. Desirable extent of involvement of professional associations in a continuing advisory role, either on a national or provincial level.

f. Desirable extent of involvement with related disciplines, particularly in Ph.D. programmes.

In all cases, it is important that the rationale for the recommendations be clear; this is especially important for items c. and d.

C.4. It is permissible for consultants to recommend appraisals of individual existing programmes. Of course, any recommended new programmes would need appraisal when they were sufficiently developed to begin.

D. Appointment of Consultants

The consultants shall include one person of wide academic experience in Canada but in a different discipline.

E. Report of Consultants

The consultants submit a joint report to ACAP. Minority reports are of course, possible. The reasoning leading to their recommendations should be given fully, in view of the subsequent treatment of the report. The report is submitted for comment to the discipline group and to each interested university. There may be informal or interim exchanges of views amongst the discipline group, the universities, and ACAP. Any university which wishes to make a formal statement on the consultants' report shall submit it to ACAP. Any such report shall be transmitted to the discipline group. The discipline group shall submit its formal comments and/or recommendations to ACAP. ACAP considers the discipline group and university statements along with the consultants' report and transmits them to COU with its recommendations of the position COU should adopt. Copies of the material transmitted to COU will be supplied to OCGS, and to members of the discipline group and to the interested universities.

The consultants' report is to be submitted by February 1, 1973. The formal comments from a university are to be submitted to ACAP by March 7, 1973 and the formal comments of the discipline group by March 31, 1973. It is expected that COU will deal with the report in May or June 1973.

APPENDIX E

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DISCIPLINE GROUP MEMBERSHIP

A P P E N D I X E

DISCIPLINE GROUP MEMBERSHIP

BROCK -	Dean S. M. Irvine
CARLETON -	Professor P. D. McCormack
GUELPH -	Professor G. L. Wariew (March-September 1972) Professor H. W. Caldwell
LAKEHEAD -	Dean J. T. Angus
McMASTER -	Dean J. H. Trueman
OTTAWA -	Dr. C. D. MacNeil until January 16, 1973 Dean L. Desjarlais
QUEEN'S -	*Dean V. S. Ready
TORONTO -	Professor C. C. Pitt until December 31, 1971 Professor G. E. Flower
WESTERN -	Dr. N. L. Nicholson
WINDSOR -	Professor R. S. Devereux until January 29, 1973 Dean A. S. Nease
YORK -	Professor S. Eisen until May 19, 1972 Dean R. Overing

* chairman of discipline group

A P P E N D I X F

ROLES OF ACAP AND OF DISCIPLINE GROUPS

Ontario Council on Graduate Studies

By-Law No. 3

A By-Law to establish a Committee on the Academic Planning of Graduate Studies.

1. The Ontario Council on Graduate Studies, recognizing the importance of providing for the continued and orderly development of graduate studies in the Ontario universities, establishes a Standing Committee to be known as the Advisory Committee on Academic Planning (abbreviation - ACAP).

Interpretation

2. In this By-Law,

   (a) "Committee" without further specification, means the Advisory Committee on Academic Planning;

   (b) "Council" or OCGS means the Ontario Council on Graduate Studies;

   (c) "Committee of Presidents" or CPUO means the Committee of Presidents of Universities of Ontario;

   (d) "university" means a provincially assisted university in Ontario;

   (e) "discipline" means any branch or combination of branches of learning so designated;

   (f) "discipline group" means a body designated as such by the Committee of Presidents of the Universities of Ontario, and normally consisting, for any one discipline, of one representative from each of the interested universities;

   (g) "planning assessment" means a formal review of current and projected graduate programmes within a discipline or a group of disciplines;

   (h) "programme" signifies all aspects of a particular graduate undertaking;

   (i) "rationalization" means the arranging of graduate programmes in order to

Membership

3. (a) The Committee shall consist of at least seven members of the professoriate in Ontario universities, some of whom shall be members of the Council.

(b) The members of the Committee shall serve for such periods of time as the Council may determine, and they shall be selected in such manner as may provide for reasonable balance both of academic disciplines and of universities.

(c) The members of the Committee shall be appointed as individuals.

Chairman

4. The Chairman of the Committee shall be named by the Council, and he shall have one vote.

Quorum

5. A majority of all members of the Committee shall constitute a quorum.

Functions

6. The functions of the committee shall be

(a) To advise OCGS on steps to be taken to implement effective provincial planning of graduate development;

(b) To promote the rationalization of graduate studies within the universities, in cooperation with the discipline groups;

(c) To recommend, through OCGS, to CPUO the carrying out of planning assessments of disciplines or groups of disciplines and to recommend suitable arrangements and procedures for each assessment;

(d) To supervise the conduct of each planning assessment approved by CPUO;

(e) To respond to requests by CPUO to have a discipline assessment conducted by proposing suitable arrangements;

(f) To submit to CPUO the reports of the assessments together with any recommendations which the committee wishes to make. A copy of the report shall be sent to Council.

Jurisdiction

7. In order that the Committee may discharge the functions described in Section 6 above, it shall be authorized

   (a) to request a university to provide such information pertaining to graduate studies as may enable the Committee to discharge its functions;

   (b) to request a discipline group to provide such information as may enable the Committee to discharge its functions;

   (c) to receive reports from the universities and from the discipline groups, and to comment and communicate with the universities and the discipline groups concerning such reports;

   (d) to convene a meeting of any discipline group for the purpose of discussing the development to date, and proposals for the future development of graduate studies in the discipline concerned;

   (e) to send one or more representatives to a meeting of a discipline group at the invitation of the discipline group;

   (f) to make such suggestions to a discipline group as may be deemed appropriate to the functions of the Committee;

   (g) to supervise the conduct of planning assessments, and to report thereon to the Committee of Presidents of Universities of Ontario;

   (h) generally to report and to make recommendations to the Council;

   (i) to seek and receive advice from appropriate experts;

   (j) to employ consultants in connection with planning assessments.

Procedures

8. The procedure to be followed by the Committee shall be as approved by the Committee of Presidents of the University of Ontario.

9. The Committee's function is solely advisory.

Effective Date

10. This By-Law shall take effect January 1971.

ACAP DISCIPLINE GROUPS AND THEIR ROLES

1. Establishment of a Group

a. When it is considered desirable to activate planning of graduate work in some discipline(s) or interdisciplinary area, COU, on the advice of OCGS, will authorize the establishment of an ACAP discipline group, if it was not already approved and included in the May, 1968 list. If it is already authorized, ACAP may decide to set it up as described in paragraph b.

b. The Executive Vice-Chairman of ACAP will then invite the executive head of each university (including Waterloo Lutheran University) either to nominate a member of the discipline group or to indicate that his university has no plans for graduate study in this discipline in the next five years or so. If a university can state no plans for future graduate work in the subject, but feels that a watching brief is desirable, it may appoint an observer to the group.

c. Changes of a university's representative are to be notified by the executive head.

d. The group shall select its own chairman.

2. Meetings

a. A discipline group may meet at the call of its chairman or in accord with its own arrangements.

b. A discipline group may be called to meet by the Executive Vice-Chairman acting for ACAP.

3. Responsibilities

a. The group is to keep under review the plans for graduate work in its discipline in Ontario, including new developments and trends in the discipline, and to make reports to ACAP on a regular basis.

b. The group may make recommendations to ACAP in connection with graduate work in its discipline when it considers it appropriate.

c. ACAP will assist the group in obtaining information and data, as mutually agreed.

d. When COU has instructed ACAP to conduct a planning assessment, the discipline group will assist and advise ACAP in determining procedures and terms of reference, will report as requested and will generally facilitate the assessment.

Approved by OCGS March 22, 1973
and by COU April 6, 1973.

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A P P E N D I X G

CURRICULA VITARUM OF THE CONSULTANTS

HAROLD S. BAKER

Born Lumsden, Saskatchewan, January 25, 1909

B.A. University of Toronto, 1932
M.A. University of Alberta, 1938
Ph.D. Columbia University, 1948

Teacher and superintendent in Alberta schools, 1933-41
University of Alberta, Professor and Chairman of the Division of Secondary Education, 1947-62
University of Calgary, Dean of the Faculty of Education, 1962-70
Staff member, Alberta Human Resources Research Council, 1970-72
University of Alberta, Professor of Education, 1972-

Weston Fellow, Institute of Education, University of London, 1957-58
British Council Commonwealth Interchange visitor, University of London, 1966
Studied education in Japan and U.S.S.R.

Principal Publications:

"The High School English Teacher: Concepts of Professional Responsibility and Role", 1949, Ryerson Press
"Words and Ideas" Books 1, 2 and 3, 1951-2-3, W.J. Gage & Co. Ltd.
"The Future and Education: Alberta 1970-2005", 1971, Alberta Human Resources Council
Also articles in periodicals and chapters in books

Address: Faculty of Education,
University of Alberta,
Edmonton, Alberta.

ROY DANIELLS

Born London, England, April 6, 1902

B.A. University of British Columbia, 1930
M.A. University of Toronto, 1931
Ph.D. University of Toronto, 1936
LL.D. Queen's University, University of Toronto
D.Litt. McMaster University, University of Windsor

University of Manitoba, Professor of English, 1937-46
University of British Columbia, Professor of English, 1946-65, University Professor 1965-

Fellow of the Royal Society of Canada
Lorne Pierce Medal, 1970
Member, Humanities Research Council of Canada, various times
Governor-General's Awards Committee, 1951-56

Principal Publications:

"Deeper into the Forest" (poetry), 1948, McClelland-Stewart
"Milton, Mannerism and Baroque" (criticism), 1963, University of Toronto, Press
"The Chequered Shade" (poetry), 1963, McClelland-Stewart
"Alexander Mackenzie and the Northwest", 1969, Faber
Associate Editor and Contributor to "Literary History of Canada", 1965

Address: Department of English,
University of British Columbia,
Vancouver, British Columbia.

LAWRENCE W. DOWNEY

Born Saskatchewan, December 7, 1921

B.A. University of British Columbia, 1946
Ph.D. University of Chicago, 1959

Teacher and principal, British Columbia schools, 1946-57
University of Chicago, 1957-60, W.K. Kellogg Foundation Staff Associate, 1957-59, Assistant Professor, 1959-60
University of Alberta, 1960-65, Associate Professor, Professor and Head of Department of Secondary Education
Visiting Professor, University of California, Berkely, 1963
University of British Columbia, 1965-68, Professor and Chairman of the Centre for the Study of Administration
Director, Alberta Human Resources Research Council, 1968-72
Coordinator of Research, Alberta Commission on Educational Planning 1969-72
President, L.W. Downey Research Associates Ltd., 1972-

Queen's Coronation Medal 1953

Several consultancies on educational planning, administration and policy

Principal Publications:

"The Task of Public Education", 1960, Chicago & Midwest Administration Center
"Leadership Training for Educational Administrators" (with T.B. Greenfield), 1961, University of Alberta
"The Secondary Phase of Education", 1965, Blaisdell Publishing Co.
"The Small High School", 1965, The Alberta School Trustees Association
"Alberta 1971: Toward a Social Audit", 1972, Human Resources Research Council
Also editor of several compilations and author of articles in periodicals and chapters in books

Address: L.W. Downey Research Associates Ltd.,
Ste. 1001-1040 116 Street,
Edmonton, Alberta,
T5K 1V7.

WILLIAM TAYLOR

Born Crayford, Kent, May 31, 1930

B.A. University of London, 1952
Ph.D. University of London, 1961

Primary and secondary school teacher, 1952-59
St. Luke's College, Exeter, Senior Lecturer in Education, 1959-61
Bede College, Durham, Head of Education Department, 1961-1964
Oxford University, Lecturer and tutor in Sociology of Education, 1964-1966
University of Bristol, Professor of Education and Director of the Colleges and Further Professional Studies Division of the School of Education, 1966-73
University of London, Director of the Institute of Education 1973-

Advisor on Research to the Secretary of State for Education and Science, 1968-73
European Committee on Educational Research, Chairman, 1968-71
U.K. representative on European Committee on Permanent Education, 1972-73
Chairman of the Research and Development Committee of the Universities' Council for the Education of Teachers, 1970-73
Member of the Education Subcommittee of the Universities' Grants Committee, 1971-
Member of the Editorial Board of The British Journal of Educational Technology
Member of the Editorial Board of The Journal of Curriculum Studies
Member of the Editorial Board of Policy and Politics
Editor, sociology section of "Students' Library of Education" (Routledge)

Principal Publications:

"The Secondary Modern School", 1963, Faber
"Society and the Education of Teachers", 1969, Faber
"Heading for Change", 1969, Harlech and Routledge 1973
"Policy and Planning for Post Secondary Education", 1971, Council of Europe
"Theory into Practice", 1972, Harlech
Also editor of several compilations

Address: Institute of Education,
University of London,
Malet Street,
London, England,
WC1E 7H5

APPENDIX H

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This appendix contains:

1. Letter requesting enrolment data, H-1 and H-2
2. Supplementary report of the Discipline Group, H-3 to H-9
3. Letters received from the Ministry of Education, H-10 to H-14

ADVISORY COMMITTEE ON ACADEMIC PLANNING
Ontario Council on Graduate Studies

Professor M. A. Preston
Executive Vice-Chairman

COUNCIL OF ONTARIO UNIVERSITIES
102 Bloor Street West, Toronto 181, Ontario
(416) 920-6865

Postal code: M5S 1M8

October 23, 1973.

MEMORANDUM

TO: Deans of Graduate Studies at Carleton, Guelph, McMaster, Ottawa, Queen's, Toronto, Western Ontario, Windsor and York

Dean C. Plint, Brock
Dr. S. Walker, Lakehead

Members of the Education Discipline Group

FROM: M. A. Preston

SUBJECT: ENROLMENTS IN GRADUATE WORK IN EDUCATION

At its meeting on October 16, C.O.U. accepted the A.C.A.P. recommendation that further advice be sought from universities and the Discipline Group on the matter of future enrolments in masters' programmes in Education. This was seen by C.O.U. as a matter of urgency.

I am, therefore, instructed to request reports to A.C.A.P. by December 1 dealing with the points specified below.

Let me first indicate the background against which your considerations should proceed. C.O.U. has adopted certain of the general principles recommended in the A.C.A.P. report although not always in precisely the same form. To be specific, Recommendation C2 was approved as it stands with the insertion of the word "Ontario" between "any" and "four" in paragraph (b). Recommendation C3 was approved as it stands. Recommendation C4 was approved with the addition of a final clause "either within the university itself, or in a co-operative arrangement with a university which has a Faculty of Education". Recommendation C5 was approved unchanged. Recommendation C6 was referred to the Deans of Education to take action. Recommendation C7(a) was approved, while recommendation C7(b) was felt to be inappropriate to this report, although its thrust was apparently approved.

C.O.U. also formally approved the position of the consultants, specified in the middle of page 10 of the A.C.A.P. report, namely that all Faculties of Education and most universities should in due course begin masters' programmes even if this implies slower growth for older programmes.

C.O.U. also sees that there may be a potentially serious mismatch between university plans for masters' enrolment (which total 3900 for the year 1976-7) and the likely enrolment. While it is probable that growth will be faster than in other areas of graduate work, it is difficult to estimate what it will be in Education,

October 23, 1973

and it may well be that a flexible approach is needed, basing immediate actions on the assumption of a substantially smaller number, but keeping the position under annual review.

C.O.U. did not have time at the meeting to discuss Recommendations C8 through C18. It may be useful to clarify the view of the situation at Brock, McMaster and Windsor, which ACAP presented to the C.O.U. meeting. It is that these institutions have a substantial way to go in terms of the staff, library and facilities needed for masters' programmes in education, and it therefore seems unlikely that they will reach the necessary standard and pass appraisal by 1976. However if one or more do so, the guiding principle suggests that they may begin. For this reason A.C.A.P. shows an unallotted enrolment suitable for the first year or so of a programme. The number 30 seemed reasonable to A.C.A.P. in the spring, but amendment of this number would not be inconsistent with the A.C.A.P. position.

C.O.U. has requested:

a. that the universities provide A.C.A.P. and the Discipline Group with updated enrolment figures, including if possible, an estimate of the count for December 1, 1973.

b. that the Discipline Group approach the Ministry of Education for information on future certification and other requirements which may influence the number of teachers seeking masters' degrees.

c. that the universities and the Discipline Group make reports on the desirable and likely distributions of masters' enrolment amongst the universities in 1976-7 assuming that the total provincial enrolment (December 1 count) will be (a) 3200, (b) 3500 and (c) 3800.

d. that these reports be made to A.C.A.P. by December 1.

It goes without saying that A.C.A.P. will be glad to provide clarification of this request, engage in discussion or do anything within its resources to be of help.

MAP.sg

cc: S. Brown, Trent
N. Wagner, Wilfrid Laurier
L. Watt, Waterloo
W. Watson, Laurentian

January 8, 1974

Response from the Education Discipline Group
to the Memorandum dated November 1st, 1973,
from the Advisory Committee on Academic Planning
re Enrolments in Graduate Work in Education

At the request of C.O.U. the following actions were called for:

(a) that the universities provide A.C.A.P. and the Discipline Group with updated enrolment figures, including an estimate of the count for December 1, 1973.

(b) that the Discipline Group approach the Ministry of Education for information on future certification and other requirements which may influence the number of teachers seeking masters' degrees.

(c) that the universities and the Discipline Group make reports on the desirable and likely distributions of master's enrolment amongst the universities in 1976-7 assuming that the total provincial enrolment (December 1 count) will be (a) 3200, (b) 3500 and (c) 3800.

The Discipline Group, having met several times, wishes to respond as follows.

Item (a) - Enrolment as of December 1, 1973

To date, the official responses from the universities have not been received. However, at a meeting of the Discipline Committee on November 26th, representatives of the various universities concerned brought estimates of the December 1, 1973, enrolments. These have been compiled in Table I.

The Discipline Group has been concerned that, throughout this entire review, projections of both part-time and full-time students have been mixed together without weighting to arrive at gross figures which have been used in the consultants' report to A.C.A.P. and the A.C.A.P. report to C.O.U. Since typically there is a high proportion of part-time graduate students in education, total numbers alone tend to be misleading in terms of actual load. We have therefore attempted to develop full-time-equivalent figures using .3 as the conversion factor to bring part-time numbers to F.T.E.

We also wish to point out that Table I refers to students actually in place as of December 1, 1973. Because of the fact that a large number of those enrolled in graduate programs in education are part-time, a substantial number of these students are inactive at any particular time. Inactive students as of December 1, 1973, are not included in the figures in Table I.

It should also be noted that several institutions, hampered by the embargo on new graduate programs in education, in attempting to meet strong pressures from

the field are able to give graduate courses only. It is of the utmost importance that these courses be regularized into approved programs at the earliest possible time.

TABLE I

Estimated Enrolments in Programs or Courses in Graduate Studies in Education in Ontario Universities as of December 1, 1973

University	Doctoral Programs (Ph.D., Ed.D.)					Masters Programs				
	F.T.	P.T.	P.T. in F.T.E.	Total Students	Total F.T.E.	F.T.	P.T.	P.T. in F.T.E.	Total Students	Total F.T.E.
U. of T./ OISE	270	189	57	459	327	206	1503	451	1709	657
Ottawa	70	142	43	212	113	93	602	181	695	274
Queen's						7	148	44	155	51
Western, Ontario*							52	16	52	16
Guelph						17	27	8	44	25
Windsor*							114	34	114	34
Brock*							53	16	53	16
Totals	340	331	100	671	440	323	2499	750	2822	1073

* Courses leading to graduate credit currently being taught.

Item (b) - Ministry of Education Intentions

The Discipline Group has approached the Ministry of Education for information on future certification and other requirements which may influence the number of teachers seeking master's degrees. While no clear-cut statements seem possible at the moment, it would appear that no specific moves are currently contemplated to change the present situation and prospects, though Ministry officials express the view that the requirement for the Supervisory Officer's Certificate may eventually include a master's degree which is not required at the moment.

In response to a request from Professor Preston for a Ministry estimate of the number of teachers likely to undertake a master's degree in Education if the opportunity were provided, the Deputy Minister of Education addressed the Regional Directors of the Province. He asked them to estimate likely numbers, full-time and part-time at the several universities, for 1976-77 and 1979-80. He invited them to consult as widely as they deemed necessary, and to base their responses on their knowledge of the needs of their respective regions. The consolidated response from the Regional Directors totals 551 full-time and 4593 part-time master's students in 1976-77, for a provincial total of 5144 students or 1929 FTE's. While this is substantially in excess of university plans at this stage (see Item (c) and Table II below), it does provide further informed opinion as to the direction of need and likely demand.

The Discipline Group also wishes to point out that while school systems are a major source of graduate students in Education, graduate programs in Education also serve persons involved in the large and growing array of teaching/learning activities in business and industry, government, and continuing education generally apart from school systems alone.

Item (c) - Possible Distribution of Masters' Enrolment, December 1, 1976

The Education Discipline Group has grappled with the request to apportion potential counts of 3200, 3500, and 3800 students in a likely distribution of master's enrolment among universities as of December 1, 1976. We have had very great difficulty in responding to this request. Education is a rapidly growing field of graduate study in this Province, and we believe that demand will continue at increasingly high levels as more opportunities for graduate study in Education become available. We note recommendation C4 of the A.C.A.P. Report to C.O.U., hat there should be no general inhibition tending to prevent any university from becoming involved in education studies at the master's level (assuming that they meet staffing and appraisal requirements). We also note the sentence in the November 1st, 1973, A.C.A.P. memorandum which reads:

> "While it is probable that growth will be faster than in other areas of graduate work, it is difficult to estimate what it will be in Education, and it may well be that a flexible approach is needed, basing immediate actions on the assumption of a substantially smaller number, but keeping the position under annual review."

Quite frankly, we strongly resist the attempt to apportion some arbitrary provincial total among institutions, given the large number of unknowns in this situation. Planning figures may all too easily become quotas, to the disadvantage not only of the Province as a whole, but also of individual universities within the provincial system.

The Discipline Group asked each university represented in the group for up-to-date projections of enrolment as of December 1, 1976. These are unofficial figures, in that they came through members of the Discipline Group, rather than officially from the universities concerned. They are summarized in Table II. It should be noted that the universities are put into two groups: those which have programs in operation now or which have been successfully appraised, and those with programs still to be begun or still to be appraised. By December 1, 1976, the first group is planning on a total master's enrolment of 3670 students (1484 FTE's). Programs planned or pending at other universities would add an additional 802 master's candidates (278 FTE's), for a provincial overall total of 4472 (1762 FTE's) master's candidates in Education. While the projections for the second group are seen as reasonable based on demand, there was some feeling in the Discipline Group that the constraints of time and appraisal procedures, as well as staffing and the putting together of library and other resources, might mean that the figure for new programs would not be achieved as soon as December of 1976.

The Discipline Group remains convinced, however, that the projections which universities have made in Table II are a reasonable attempt to match faculty resources and potential with expressed needs from the field. We therefore recommend that:

(a) these projections be taken as a realistic overall target for planning graduate studies in Education;

(b) no specific quotas be placed on individual institutions; and

(c) the Discipline Group be charged with making an annual review of projections and enrolment to assess growth trends within the field.

TABLE II

Enrolments Projected by Universities in Graduate Programs in Education as of December 1, 1976

	Doctoral Programs (Ph.D./E.D.)				Master's Programs			
	F.T.	P.T.	Total Students	Total F.T.E.	F.T.	P.T.	Total Students	Total F.T.E.
Universities Currently Offering Programs or with Programs Successfully Appraised								
U.of T./OISE	292	212	504	356	239	1908	2147	811
Ottawa	50	60	110	68	150	700	850	360
Queen's					30	300	330	120
Western Ontario					98	130	228	137
Guelph					25	35	60	36
Lakehead					5	50	55	20
Sub-Totals	342	272	614	424	547	3123	3670	1484
Universities Planning Programs or with Programs Not Yet Appraised								
Guelph	4		4	4				
Windsor					25	450	475	160
Brock					7	175	182	60
McMaster					5	50	55	20
York					15	75	90	38
Sub-Totals	4		4	4	52	750	802	278
Provincial Totals	346	272	618	428	599	3873	4472	1762

* * *

The Discipline Group recognizes, nonetheless, that it was asked NOT for its best considered estimate of likely needs and enrolment in graduate programs in Education as of 1976, but rather to consider what a possible distribution of enrolment among universities might be <u>if</u> total provincial master's enrolment were 3200, 3500, or 3800. As outlined above, we consider that, in this expanding field of graduate study, given all the variables involved, enrolment estimates by the individual institutions are as justifiable and valid for planning purposes as any

arbitrarily-selected system-wide total would be. We firmly believe that, whatever figure or figures may be adopted for rough planning purposes, annual review in the light of events will be vitally important. It is further noted that each of the 3200, 3500 and 3800 totals falls below not only the original recommendations of the consultants to the Education Planning Assessment, but also far below the recent estimates for school people alone from the Ministry of Education.

Given those serious reservations and cautions, and always allowing for what we are convinced may be considerable variation, we have worked out a possible distribution at the 3200, 3500 and 3800 levels, as indicated in Table III.

TABLE III

Possible Distribution of Master's Enrolment in Education as of December 1, 1976, Assuming Total Provincial Enrolment of 3200, 3500, and 3800

	Total Enrolment of 3200	Total Enrolment of 3500	Total Enrolment of 3800
	Total Students	Total Students	Total Students
Universities Currently Offering Programs or with Programs Successfully Appraised			
U.of T./OISE	1860	1950	2000
Ottawa	700	750	800
Queen's	200	230	280
Western Ontario	50	105	200
Guelph	50	55	60
Lakehead	50	55	55
Sub-Totals	2910	3145	3395
Universities Planning Programs or with Programs Not Yet Appraised			
Windsor	120	170	200
Brock	60	65	80
McMaster	50	55	55
York	60	65	75
Sub-Totals	290	355	410
Provincial Totals - Students	3200	3500	3805
Provincial Totals - FTE's[a]	1248	1365	1484

a) Assuming enrolment divided between part-time and full-time students approximately as in Tables I and II.

Finally, the Discipline Group regrets that it was not able to meet the requested deadline of December 1 for submission of this report. The issues involved are complex, far-reaching, and of vital importance to this Province and to the several universities seeking to serve the Province through graduate studies in Education.

Respectfully submitted,

Vernon S. Ready

Vernon S. Ready, Chairman, for
the Education Discipline Group

Office of the
Deputy Minister

Ministry of
Education

416/965-2605

Mowat Block
Queen's Park
Toronto Ontario
M7A 1L2

November 28, 1973.

Dear Dr. Preston:

When we met in your office on November 6 to discuss graduate work in education, you requested the Ministry of Education to provide A.C.A.P. with (a) an estimate of the number of teachers who would likely undertake masters' degrees in education if the opportunity to do so were offered by certain faculties of education and some universities that do not presently have a program in teacher education, and (b) information on future certification and other requirements which might influence the number of teachers seeking masters' degrees.

A memorandum has been sent to the ten Regional Directors listing the universities that may be offering graduate programs in education and requesting their estimates of the number of teachers who might undertake graduate programs in 1976-77 and 1979-80. The results of our survey will not likely be available until the middle of December.

Ministry officials have discussed future certification and other requirements which might influence the number of teachers seeking masters' degrees and have indicated that the graduate work presently required for the Specialist Certificate in Guidance, the Permanent Elementary School Principal's Certificate, and the Supervisory Officer's Certificate will likely continue to be a requirement for these certificates. It is possible, however, that the requirement for the Supervisory Officer's Certificate may eventually include both a principal's certificate and a master's degree. If this change were to be implemented, it would probably result in some increase in the demand for graduate work.

Now that all academic teachers entering the teaching profession are required to hold a university degree, it is reasonable to assume that many young teachers will wish to obtain a second degree. This should result in an increased demand for graduate work in education. In this regard, however, Ministry officials have expressed the opinion that the content and relevance of the graduate courses in education offered by the universities will have a far-reaching influence on the demand.

If, at any future time, universities decide to offer graduate courses in education that do not lead to a degree, Ministry officials feel that it will be necessary to establish some sort of co-ordinating body in order to avoid duplication of in-service courses presently offered by the Ministry and local boards of education.

I hope that this information will prove useful to your Committee.

Yours sincerely,

E. E. Stewart,
Deputy Minister of Education.

Dr. M.A. Preston,
Executive Vice-Chairman,
Advisory Committee on Academic Planning,
Council of Ontario Universities,
102 Bloor Street West,
Toronto, Ontario.
M5S 1M8

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Office of the
Deputy Minister

Ministry of
Education

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Mowat Block
Queen's Park
Toronto Ontario
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December 20, 1973.

Dear Dr. Preston:

As indicated in my letter of November 28, 1973, a memorandum was sent to the ten Regional Directors of Education requesting their estimates of the number of teachers who might undertake masters' programs in 1976-77 and 1979-80. A copy of my memorandum to the Directors and a copy of the results of the survey are attached.

Although the numbers of teachers likely to undertake masters' programs at the various universities in 1976-77 and in 1979-80 appear to me to be greatly inflated, the responses from the Regional offices do indicate that teachers would be interested in pursuing graduate studies if such programs were offered locally.

I hope that this information will be of value to your Committee.

Yours sincerely,

E. E. Stewart,
Deputy Minister of Education.

Dr. M.A. Preston,
Executive Vice-Chairman,
Advisory Committee on Academic Planning,
Council of Ontario Universities,
102 Bloor Street West,
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MEMORANDUM TO: REGIONAL DIRECTORS OF EDUCATION

RE: GRADUATE STUDIES IN EDUCATION

The Advisory Committee on Academic Planning (A.C.A.P.), Ontario Council on Graduate Studies, has recently presented a report on Education Planning Assessment to the Council of Ontario Universities. This report makes a number of recommendations concerning future developments in graduate programs in education in Ontario. The universities specifically recommended to offer M.Ed. programs are the following: Brock, Guelph, Lakehead, Ottawa, Queen's, Toronto, Western, Windsor and York.

In order to adjudge the merits of its recommendations, particularly the feasibility of each of the aforementioned institutions offering graduate courses in education, A.C.A.P wishes to provide C.O.U. with information on possible future enrolments in the proposed programs at the masters' level. The Ministry has been requested to assist in providing the required data.

On the assumption that teachers in your region who now hold a Bachelor of Arts or a Bachelor of Science degree with at least second class standing would generally qualify for admission to masters' programs, would you submit an estimate of the probable enrolment in masters' programs if such were to be offered at the universities named in paragraph one. It would be helpful if your forecast could be for the years 1976-77 and for 1979-80, and if it could indicate (a) the probable number of full-time students and part-time students in each year and (b) the university that the students would likely attend. Given the difficult nature of the exercise, you should feel free to consult as widely as you deem necessary.

Your assistance in providing such an estimate, based on your knowledge of the needs of your Region, will, I know, be of considerable importance.

Your return should be submitted by December 7 if at all possible.

L. E. Stewart,
Deputy Minister of Education.

November 22, 1973

ESTIMATES OF REGIONAL DIRECTORS RE DISTRIBUTION OF TEACHERS ENROLLED IN MASTERS' PROGRAMS 1976-77; 1979-80

UNIVERSITY	1976-77		1979-80	
	Full Time	Part Time	Full Time	Part Time
Brock (McMaster)		602		901
Guelph	39	404	38	405
Lakehead	9	297	8	255
Ottawa	106	778	131	819
Queen's	12	326	11	155
Toronto	306	1415	336	1583
Western	25	238	20	266
Windsor	3	220	1	248
York	51	313	55	338
TOTALS	551	4593	600	4970

December 20, 1973.